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ABSTRACT

Although cooperation between high school vocational education for the handicapped and state vocational rehabilitation programs had been common during the 1950s and 1960s, increased emphasis on special education, third-party funding falling under disrepute, and "similar benefits" provisions of vocational rehabilitation legislation has made cooperation among these agencies increasingly difficult. In order to promote cooperation among various institutions serving the handicapped, the Vocational Rehabilitation/Education Task Force set out to identify and describe for replication exemplary programs in which agency cooperation was working. The Task Force determined that the programs identified should meet the following criteria: (1) be of overall high quality; (2) have exemplary interagency cooperation and coordination in programming, involving at least special education and vocational rehabilitation, and ideally vocational education also; (3) function at the local level even if there is a statewide system in effect; (4) be replicable; (5) include the severely handicapped; (6) provide a continuum and range of services over the later school years and transition into employment; and (7) serve youth approaching the age for vocational rehabilitation eligibility (13-18). Ten exemplary programs from throughout the country were identified and are described in the main body of this report. The report also presents the legal foundation for cooperative efforts and basic background on curriculum and vocational evaluation based on a literature review of the general problems of vocational education for the handicapped. (KC)

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COOPERATIVE OCCUPATIONAL PREPARATION OF THE HANDICAPPED

EXEMPLARY MODELS

Edited by
Sylvia Ashby
Gerard J. Bensberg

CE 031 648

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INTRODUCTION

Background

The Department of Education and the Rehabilitation Services Administration (now located in the new Department of Education) recognize that they have certain common responsibilities as providers of human services for handicapped persons. Education agencies are concerned with the overall life adjustment within the community of young, handicapped persons, including their ability to gain employment. Vocational rehabilitation agencies are concerned with enabling handicapped individuals--particularly the severely disabled--to prepare for and engage in employment. These concerns are clearly compatible, and every effort should be made to coordinate available services.

A Joint Task Force, with representatives from Education and the Rehabilitation Services Administration, met several times during 1977-78 to discuss issues related to potential areas of overlap in responsibility; they wished to reach agreement on policies which would maintain cooperation at the federal, state, and local levels. They were anxious to help assure that handicapped persons eligible for services under the Education For All Handicapped Children Act of 1975 (P.L. 94-142), the Vocational Education Amendments (P.L. 94-492) and the Rehabilitation Act of 1973 (P.L. 93-112) receive all appropriate services for which they are eligible. This Task Force believed that the agencies which administered these laws had to recognize that eligibility under one law should not, in and of itself, result in a denial of complementary services under another law.

Cooperative agreements between the public school and the state vocational rehabilitation agency date back to the late fifties and early sixties. At that time, public schools had limited resources to devote to occupational preparation and on-the-job training. Rehabilitation agencies recognized the need for such training prior to the time of graduation. The local schools were able to match federal funds when state VR funds were not available for matching purposes. As a result, programs flourished and resulted in a close working relationship between the school and the rehabilitation agency.

An audit by the Government Accounting Office of those cooperative projects which utilized third-party funds for matching purposes, raised a number of questions regarding their appropriateness under the Rehabilitation Act. Section 401.13 of the VR Regulations cites five major principles to be followed in such cooperative programs. The GAO audit discovered that of the five major principles, the one most often ignored was the principle requiring that funds spent for rehabilitation services must be under the control or administration of the state VR agency. With third-party funding falling into disrepute, many state rehabilitation agencies withdrew from cooperative agreements.

The second barrier to continued cooperative agreements was the "similar benefits" provision set forth in the Rehabilitation Act and VR regulations. VR must make certain that needed services or resources are not available from other agencies before VR funds can be expended. Because the responsibilities and available funds have been greatly increased under the Education For All Handicapped Children Act, VR agencies have been reluctant to renew long-standing cooperative agreements.

The VR/Education Task Force was quite concerned that these two developments would result in a breakdown in cooperative relationships between the schools and the state rehabilitation agencies. This group recommended that exemplary programs with successful cooperation among special education, vocational education, and vocational rehabilitation be identified. The Task Force felt that if descriptions of such programs became widely disseminated, similar programs in other states and local communities would be stimulated. The present project grew out of this recommendation and was made possible by a supplemental grant of $100,000 by the National Institute of Handicapped Research.

Purposes of Cooperative Agreements

Ideally the purpose of cooperative agreements is to improve services to clients or students. However, there may be, in reality, a number of other purposes of reasons for cooperating that may or may not ultimately result in improved services to clients. Some of these other reasons include: legislative mandates that require an agency to take advantage of services available through other sources before using its own resources (i.e., similar benefits provisions); sharing of information and state-of-the-art approaches to services, cost sharing and savings, reduction of gaps and duplications in services; need for continuity of care for clients; or need for joint political action.

The programs studied in the current project had many of these reasons for cooperation. In addition, there was the specific need to learn how to blend resources from three funding sources intended to provide services to the same population. This commonality of goals was used to advantage by many programs throughout the country for a number of years. However, recent developments (P.L. 94-142's mandate to special education, the "similar benefits" provision of the 1973 Rehabilitation Act, and the GAO report in reference to third-party payments) have made the collaboration more difficult. These developments apparently shifted the burden of occupational preparation services away from VR towards special education. As a result, many state VR agencies have dramatically reduced their roles in supporting high school programs. At the same time, attention to the issue of cooperation has gained visibility at the federal level. There has been a gradual realization that there continues to be appropriate roles for all three federally supported programs; however, at the local level, the precise nature of the collaborative agreements may need to be reassessed and altered.

The key to a cooperative relationship is that the parties involved have overlapping but not totally coinciding mandates, resources, perspectives, objectives, etc. As a result, it is possible to create a program using what each of the parties has to offer; this combination would result in a program that could not be created from a single source. Precisely because of the parties' differences, cooperative agreements can be difficult to arrange and implement. For example, although both vocational education and vocational rehabilitation can provide support for vocational training, they do not share the same eligibility criteria for determining who can receive the services. Also, they provide reimbursement to programs through very different methods and do not necessarily support the same kinds of vocational training.

In examining the specific types of support provided a program by an agency, it is important to see what is offered, to which students, and for what activities. Financial support may be provided across the board, or it may be provided for a specific service to a specific subset of the total student population in the program.

This project's interagency cooperative agreement has focused attention on these specific questions:

1. Who is involved in the cooperative agreements?
2. Are the agreements formal or informal?
3. What do the parties agree to provide to each other?
4. For whom?
5. What are the barriers to effective collaboration; how have these barriers been overcome or addressed?

Both formal and informal cooperative agreements have been studied for the Project. Infomral agreements are generally verbal and do not entail written statements of the precise roles played by each party. Informal cooperation might take the form of telephone or other one-to-one exchanges of information, or of periodic meetings among the interested groups. Of greater concern to the Project have been formal cooperative arrangements based on written agreements, with each party identifying its role in a collaborative effort.

A basic premise of the project was that programs blending the resources and perspectives of more than one funding stream would be stronger. As the provision of occupational preparation to high school handicapped students required a wide range of services (including didactic education, training, and guidance) the project has focuses on how a total program can be constructed from several funding streams and program approaches.

It is important to note that the exemplary programs were selected because they were considered to have excellent cooperation from at least two out of three components of primary concern to this project: vocational rehabilitation, special education, and vocational education. It is not surprising, then, that these components emerged as the main parties supporting the programs. In addition, local education agencies supported the various programs not only through the vocational education and special education components, but through general education activities as well.

What Do The Parties Provide?

The heart of a cooperative agreement is the commitment each party makes to provide the program, or each other, with specific types of support. Of interest were several major types of support:

1. Financial: To what extent did the different parties agree to fund the program?
2. Staffing: Did the program receive shared or full-time staff from the various parties?
3. Space: Was space donated or shared?
4. Joint planning: Did the parties agree to work together in planning the program?
5. Monitoring/evaluation: Did one of the parties either agree to provide evaluation or insist on certain evaluative standards being met as part of its agreement to provide financial or other support?
6. Joint referrals: Were students screened and referred through a common process?
7. Joint programming: Were classes, training, or other services made available to students in the program?

Project Research Process

For this project, an advisory committee was selected from federal and state officials responsible for administering special education, vocational education, and vocational rehabilitation programs (See Appendix D for advisory committee members and consultants.) This committee assisted the Project staff in the development of a study plan and the final selection of exemplary programs.

A personally typed letter was sent to every state director of vocational education, special education, and vocational rehabilitation. The letter briefly described the Project and asked them to nominate up to three programs in their state which exemplified quality and cooperation between the local school and the rehabilitation agency. These directors were asked to complete a one-page form requesting names and addresses of program directors, names of vocational rehabilitation supervisors working with the programs, and names and addresses of other agencies which have cooperative working relationships with these programs. The directors were also asked to write a short paragraph describing the unique qualities of each nominated program.

In order to make certain that quality programs were not overlooked, letters were also sent to the known addresses of 151 programs described in earlier publications or recommended by various people other than state directors. Many of the letters were returned marked "Addressee Unknown," suggesting that many of these programs were special projects which had short-term funding. Few of the remaining programs responded positively to the request to participate, possibly due to "burn-out" from previous site-visitations.

A six-page form was mailed to 136 programs nominated by the state directors and to 151 programs gleaned from other sources. This form asked for detailed information as to the nature of the program, the types and number of handicapped students served, and the contributions of the special education, vocational education, and vocational rehabilitation components. A total of 95 programs completed the questionnaire and agreed to participate in the study.

In order to reduce the programs to a manageable number to enable the advisory committee to make the final selection, the Project reviewed each program utilizing certain criteria. It was felt that each program should:

1. Be of overall high quality in terms of the vocation/career education program offered
2. Have exemplary interagency cooperation and coordination in programming, involving at least special education and vocational rehabilitation, and ideally vocational education
3. Function at the local level even if there is a statewide system in effect
4. Be replicable rather than be the product of unique circumstances
5. Include the severely handicapped
6. Provide a continuum and range of services over the later school years and transition into employment
7. Serve youths approaching the age for VR eligibility (13-18)

The programs as a group should represent:

1. A mix of urban and rural programs and include various areas of the country
2. Diverse types of handicapping conditions and include both physical and mental handicaps
3. A broad range of types of programs in terms of curricula, methods of instruction, etc.
4. A range of types of cooperation and coordination between the education program and the vocational rehabilitation program
5. A range of funding levels and numbers of youth served
6. Programs operating long enough to be firmly established in order to provide information about program impact
7. Programs which are relatively new but notably innovative with regard to important features
8. Programs influenced by state mandatory special education legislation (similar to P.L. 94-142) which provides strong incentives for collaborative efforts at the state level

If the information was insufficient to make a judgment, administrators were telephoned for additional information. A fairly large number of programs were dropped because they served only a single handicap. Several programs involving residential facilities, such as state schools for the blind or mentally retarded, were dropped as not representative of community public school programs. Finally, a number of the programs did not seem to have active participation of all three components (typically vocational rehabilitation). This process reduced the number of programs to 22. The advisory committee received copies of all the materials available on the 22 programs, and then ranked the nominees according to the strengths of the program. Finally, 10 programs were selected from this ranking.

Because of the difficulty in considering all possible programs in the country and in judging quality from program descriptions, the Project staff makes no claim that the final 10 selections were the best in the country. However, based upon the site-visit experiences of Project staff and consultants, the site-visited programs did appear to be innovative and of excellent quality.

The 10 programs were visited twice. During the first visit, two members of the Project staff gained an overview of the program and determined which consultants might be needed to review the program. On the second site visit, one staff member and, usually, three consultants spent two days studying the program. In most cases, the consultants represented the disciplines of special education, vocational rehabilitation, and vocational education. Both the program administrators and the consultants were told that their task was not to evaluate the program but to describe what they observed, particularly those innovative aspects which would be of interest to other communities.

Interview guides were prepared for the site-visitors' use. These guides sought detailed information on staffing, budgets, and interagency agreements. Printed materials and curriculum outlines were also collected, when available. However, the information gleaned from the site visits varied in terms of amount of material available at each program and comment provided by consultants. The length of the program discussions in no way reflects the quality of the program.

Part One of this report presents the legal foundation for cooperative efforts. Part Two reviews the exemplary programs. Part Three is based on a literature review of curriculum and vocational evaluation as it was felt that these two topics provided basic background materials related to the general problem of vocational education for the handicapped.

PART ONE

LAWS AND AGREEMENTS

FEDERAL LAW AND POLICY: OCCUPATIONAL PREPARATION OF THE HANDICAPPED

Legislative History of Vocational Rehabilitation

The initial impetus for the vocational rehabilitation program in its modern form came from a concern for rehabilitation of veterans disabled in World War I, a concern shared by the federal government and a variety of voluntary organizations. The Soldier Rehabilitation Act of 1918 (P.L. 65-178) provided for vocational rehabilitation services for disabled veterans, delegating responsibility for their vocational training to the Federal Board for Vocational Education in the Office of Education (Baumheier, Welch, & Cook, 1976). The Soldier Rehabilitation Act has been called "the first significant federal act for the handicapped in the 20th century" (LaVor, 1976).

Although concerns about both the "practicality" of extending vocational rehabilitation services to civilians and the responsibility of the federal government for rehabilitation of the disabled restricted services authorized by P.L. 65-178 to veterans, the National Civilian Vocational Rehabilitation Acts of 1920, or Smith-Fess Act (P.L. 66-236) soon became law "for the promotion of vocational rehabilitation of persons disabled in industry and otherwise" (LaVor, 1976). The Federal Board for Vocational Education was also given responsibility for administration of this Act, which was actually the beginning of the federal-state vocational rehabilitation program. The goal of this first grant-in-aid program was to assist the physically disabled to enter gainful employment by providing a limited number of services. Physical disability was the only eligibility criterion, and competitive employment was the only acceptable outcome (Report from the Study Group on Measurement of Outcomes, 1974). The only services authorized by P.L. 66-236 were vocational training, vocational counseling, job placement, and provision of prosthetic devices. The Act authorized expenditure of $1 million, to be matched by the states on a dollar-for-dollar basis. In 1921, the National Civilian Vocational Rehabilitation Act served fewer than one thousand rehabilitants (Baumheier et al., 1976; Lavor, 1976; Report from the Study Group on Rehabilitation of the Severely Disabled, 1973).

The importance of cooperation between the vocational rehabilitation program and other agencies was emphasized from the beginning. Since funds under P.L. 66-236 were limited and could be spent only for a limited variety of services, state vocational rehabilitation agencies were encouraged to cooperate with state and local public and private nonprofit organizations to obtain for clients such services as maintenance funds, medical treatment, and prostheses. P.L. 66-236 required the development of cooperative agreements between state vocational rehabilitation agencies and workmen's compensation agencies, where they existed; further, the Act allowed the Federal Board for Vocational Education to count as matching funds, for federal vocational rehabilitation monies, certain expenditures of other agencies in approved cooperative arrangements with vocational rehabilitation agencies (Turem, Barry, Gutowski, Koshell, LaRocca, & MacIntosh, 1977). As will be seen, cooperation between vocational rehabilitation and other agencies has been required or encouraged by other legislation over the years and remains an important aspect of the federal-state vocational rehabilitation program today.

Legislation and other federal action between the world wars directly affected the program without altering it structurally. The Wagner-Peyser Act of 1933, which established the federal-state employment service system, required cooperation between the vocational rehabilitation and employment service agencies in job placement of the disabled. Also in 1933, funds were made available through the Federal Emergency Relief Administration for vocational rehabilitation of disabled persons who were on or eligible for relief; the vocational rehabilitation agencies were to administer these funds in cooperation with relief agencies. The Social Security Act of 1935 (P.L. 74-271) authorized annual funding for costs of administration of the vocational rehabilitation program and provided for cooperation at the state level between vocational rehabilitation and crippled children's programs (Baumheier et al.,1976).

The Vocational Rehabilitation Act Amendments of 1943, or Barten-LaFollette Act (P.L. 78-113), considerably broadened the scope of the program. P.L. 78-113 superseded the original National Civilian Vocational Rehabilitation Act as it has been amended and otherwise altered through 1942; P.L. 78-113 changed the target population, authorized funding levels, available services, and outcome criteria. The vocational rehabilitation program, still in the Office of Education (which had moved from the Department of the Interior to the Federal Security Agency), was authorized by P.L. 78-113 to provide services to the mentally ill and mentally retarded, as well as the physically disabled, its traditional clients. Authorized funding levels were increased significantly. Funds could be provided by state vocational rehabilitation agencies to provide clients with any services necessary to prepare them for employment, including surgery, other medical treatment, hospitalization, occupational licenses, transportation, tools and equipment, maintenance during training, and other goods and services in addition to those allowed by P.L. 66-236. The definition of a successful rehabilitation outcome was broadened to include unpaid family work, homemaking, and long-term employment in sheltered workshops, though the emphasis remained on competitive employment (Baumheier et al., 1976; Report from the Study Group on Rehabilitation of the Severely Disabled, 1973).

P.L. 78-113 also had other effects on the vocational rehabilitation program. The Office of Vocational Rehabilitation and its regional offices were created within the Federal Security Agency to be responsible for administration of the program. A requirement begun by P.L. 66-236, that state vocational rehabilitation agencies be located in departments of education, was continued. The separate agencies in many states which offered vocational rehabilitation services to the blind were made part of the federal-state program. P.L. 78-113 continued the tradition, extant today, of separate but cooperative programs for veterans and civilians.

P.L. 78-113 had major implications for vocational rehabilitation's relationships with other social service programs. These 1943 Amendments first used the term "similar benefits" to describe services offered by other programs which were comparable to those of vocational rehabilitation and required that vocational rehabilitation agencies attempt to conserve their funds and services by obtaining similar benefits for their clients when possible. The 1943 Amendments designated such services as physical restoration, hospitalization, prostheses, transportation, occupational licenses, tools, maintenance, books, and training materials.

World War II and its aftermath contributed to further increases in the number and extent of vocational rehabilitation's cooperative arrangements with other organizations. By 1946 the Office of Vocational Rehabilitation had 19 formal agreements with other agencies. The Office was also part of the Retraining and Re-Employment Administration's effort to coordinate readjustment following the war (Baumheier et al.,1976).

There were eight amendments to P.L. 78-113 between 1943 and 1970. Major changes were contained in the Vocational Rehabilitation Amendments of 1954 (P.L. 83-256). The 1954 Amendments kept the Office of Vocational Rehabilitation within the Federal Security Agency, which became the Department of Health, Education and Welfare (HEW), after considerable debate about its appropriate location in the bureaucracy. A particularly important change mandated by P.L. 83-565 was authorization for federal funding of expansion of rehabilitation facilities and sheltered workshops (Whitehead, 1977). Provisions allowing funding of research, demonstration, and counselor training programs were also added. State vocational rehabilitation agencies were given greater flexibility with regard to their administrative location within the state bureaucracy (Baumheier et al., 1976; Report from the Study Group on Rehabilitation of the Severely Disabled, 1973).

The 1954 Amendments reaffirmed past legislative requirements and encouragement for cooperation between vocational rehabilitation and other programs. The similar benefits requirement was continued, and several federal and state programs with which vocational rehabilitation was encouraged to cooperate were specified, including public assistance and public employment agencies. The availability of a higher federal-state matching ratio also contributed to the growth of cooperative relationships. P.L. 83-565 raised the federal share from 50% to 60% of vocational rehabilitation expenditures, increasing the incentive for state agencies to enter into agreements with other programs to generate matching funds at the state level. The 1954 Amendments and the establishment of cooperative relationships with many new social welfare programs in the 1950s contributed to a period of rapid and extensive growth in the vocational rehabilitation program (Johnson, 1978; Report from the Study Group on Similar Benefits, 1978).

The program was again broadened significantly by P.L. 89-333, The Vocational Rehabilitation Act Amendments of 1965. The target population was again changed, with persons with behavioral problems added to the list of those eligible for services. Moreover, state agencies were encouraged to offer services to more severely disabled clients. These 1965 Amendments increased the range of services available by authorizing extended evaluations for up to 18 months for clients with certain disabilities, and up to 6 months for clients with other specified disabilities, in order to determine rehabilitation potential of persons who could not be evaluated by the usual procedures. The 1965 Amendments provided further options for the location of the state rehabilitation agency in the state bureaucracy and increased the agency's stature in other ways (Baumheier et al., 1976; Report from the Study Group on Measurement of Outcomes, 1975; Report from the Study Group on Rehabilitation of the Severely Disabled, 1973).

P.L. 89-333 also had implications for the formation and expansion of cooperative relationships. First, provisions in the 1965 Amendments made it easier for vocational rehabilitation agencies to use local funds and to expand services at the community level by waiving the requirement that efforts be state-wide. This waiver led to a variety of cooperative agreements between vocational rehabilitation agencies and local public agencies, including public school systems, special schools, and public health and mental health agencies (Baumheier et al., 1976). Second, a major change in funding arrangements was mandated, with provision of up to 75% federal funding of state vocational rehabilitation programs; cooperative agreements with other agencies could generate state funds to capture federal funds at a ratio of three federal dollars to one state dollar. Third, for the first time, new rehabilitation facilities and sheltered workshops could be built with federal funds. The 1965 Amendments also mandated state-wide planning of sheltered workshops and other rehabilitation facilities by state vocational rehabilitation agencies, increased federal funds available for these agencies to purchase rehabilitation services from sheltered workshops, and established a technical assistance program designed to improve them (Report from the Study Group on Rehabilitation of the Severely Disabled, 1973; Whitehead, 1977).

A third important set of legislative changes in the vocational rehabilitation program was contained in the Vocational Rehabilitation Amendments of 1968 (P.L. 90-391). Services were broadened to include follow-up of clients after placement in employment and extension of aid to families of clients or of applicants for services, when such aid contributed significantly to determination of rehabilitation potential or to rehabilitation of a family member. States were allowed to spend up to 10% of their basic grants annually for construction of rehabilitation facilities. Provisions were made for recruitment and training of the handicapped in public service.

The 1968 Amendments authorized up to 80% federal funding of state programs, and states were required to maintain their fiscal year 1969 levels of state funding in 1970 and future years, so that federal funds would not be substituted for state funds. State vocational rehabilitation agencies were authorized to enter into projects with private industry to train handicapped workers (Report from the Study Group on Rehabilitation of the Severely Disabled, 1973). Also, for the first time, the Secretary of Health, Education, and Welfare was permitted to authorize state vocational rehabilitation agencies to carry out joint service programs for handicapped persons when more than one federal grant authority was involved (Baumheier et al., 1976). These provisions, of course, further encouraged vocational rehabilitation to cooperate with other public and private programs and businesses.

Congress attempted to make major changes in the vocational rehabilitation program with its unanimous passage of the Rehabilitation Act of 1972. The Act indicated important new attitudes on the part of Congress about the program. The Act required that priority in services be given to the more severely handicapped, who might not have a vocational goal but who could attain a level of independent, self-sufficient living by provision of vocational rehabilitation services. In 1965, P.L. 89-333 had encouraged the extension of services to the more severely handicapped; the Rehabilitation Act of 1972 required state agencies to reorder their priorities to serve that population first. The Act also required that clients play a greater part in the planning of their rehabilitation programs and that the plans made be more thorough, documented, and individualized than was the usual practice. The legislation also broke new ground by specifying certain employment and other rights of disabled persons (LaVor, 1976). Though these changes were to become law in the Rehabilitation Act of 1973, (P.L. 93-112), the Rehabilitation Act of 1972 and another version in 1973 were vetoed by the President.

The Rehabilitation Act of 1973, which incorporated these and other changes, was a major overhaul of the vocational rehabilitation program. The three-year legislative process leading to P.L. 93-112 involved a much more thorough examination than the program had received in the past. This careful preparation was occasioned by the desire of Congress to rewrite the laws governing the program rather than merely to amend them. The two presidential vetoes resulted in even further hearings, staff studies, and lobbying efforts by interested parties. Much public attention was called to the legislative process by the conflict between Congress and the President (Report from the Study Group on Measurement of Outcomes, 1974). Moreover, though the Act became law in 1973, the regulations promulgating part of the Act did not go into effect until 1977 (Halloran, Foley, Razeghi, & Hull, 1978).

The Rehabilitation Act of 1973 and its subsequent amendments constitute the enabling and mandating legislation for the vocational rehabilitation program in its present form. P.L. 93-112 contained certain provisions which radically changed the program in a variety of ways. The Act extended the federal-state grant program for funding of vocational rehabilitation programs, assuring basic continuity with the program which has existed since the National Civilian Vocational Rehabilitation Act of 1920.

The basic focus of the programs' efforts was to be redirected from rehabilitation of the relatively less disabled to those whose disabilities were more severe, including those who might not benefit from preparation for employment. The profound change in emphasis was indicated in several places in the Act, including the preamble and the declaration of the Act's purpose, the definitions section, the discussion of state plans, and the provisions for the individualized written rehabilitation program. State agencies were required to specify the methods by which vocational rehabilitation services would be extended to the severely disabled population. A study was authorized to find ways to provide rehabilitation services to persons whose disabilities precluded establishment of vocational goals but who might be helped to live more independently (Bailey, 1977; U.S. Department of Health, Education, and Welfare, 1975).

The Act required development of an individualized written rehabilitation program for each handicapped person served. The IWRP contained the terms under which services were to be provided, including the long-range and intermediate goals to be achieved, the services needed to reach the goals, and the rights of the persons involved. The IWRP was to be developed jointly by the vocational rehabilitation counselor and the client, or a parent or guardian if appropriate. The client's IWRP was to be reviewed at least annually. If a determination was made that a vocational goal was unfeasible for a client, that decision was also to be reviewed annually (U.S. Department of Health, Education, and Welfare, 1975).

Another important part of the Act, and another new feature for vocational rehabilitation legislation, was the title containing several sections dealing with employment and other rights of handicapped persons. These provisions have since been hailed as the major civil rights legislation for the handicapped, provisions "intended to usher in a new era of equality for our . . . handicapped citizens" (Halloran et al.,1978). The final regulations for this title were signed in 1977, over four years after enactment of P.L. 93-112.

Section 501 of the title dealt with employment of the handicapped by the federal government. It mandated the Civil Service Commission to establish affirmative action programs for hiring of disabled persons. Section 501 added teeth to a policy begun by P.L. 90-391, which provided for recruitment and training of the handicapped in public service. Section 502 established the Architectural and Transportation Barriers Compliance Board to insure freedom of movement and access to public and publicly funded facilities for the handicapped by enforcing the Architectural Barriers Act of 1968 (P.L. 90-480) and by seeking other ways to eliminate architectural and transportation barriers. Section 503 required nondiscrimination and affirmative action in employment of the handicapped by any employer holding a contract with the federal government in excess of $2500; it was to be administered by the Department of Labor (Bailey, 1977; U.S. Department of Health, Education, and Welfare, 1975).

Section 504, as mandated by the Rehabilitation Act Amendments of 1974 (P.L. 93-516), defined and prohibited discrimination against the handicapped in any program or agency receiving federal financial assistance. The handicapped were to be given equal opportunity for benefits, whether as employees or consumers. To insure nondiscrimination in access to employment or services, separate programs or other activities for the handicapped might be required, but Section 504 insisted that handicapped persons be integrated with the nonhandicapped in the regular setting whenever possible. Failure of an agency to meet these mandates could be punished by termination of all federal financial assistance. The Office of Civil Rights of HEW, responsible for monitoring compliance with the nation's civil rights laws (including Section 504 of P.L. 93-112), was directed by a federal court in 1978 to add almost 900 personnel in order to carry out this task.

P.L. 93-112 involved reorganization of the federal agency administering the vocational rehabilitation program. The Rehabilitation Services Administration (RSA) was established within the HEW, and the Commissioner of Rehabilitation Services was given responsibility for all aspects of the rehabilitation program authorized by the Act. As an indication of the increased status of the rehabilitation program in the federal bureaucracy, the Act directed the President to appoint the Commissioner and forbade the Secretary of Health, Education, and Welfare to redelegate any of the Commissioner's authority without Congress' explicit consent.

In addition, all funds appropriated under the authority of the Act were to be expended to support rehabilitation programs and could not be redirected by the Secretary.

In a restriction of the program's target population, the category of behavior disorders was removed by P.L. 93-112 from the list of disabilities eligible for vocational rehabilitation services (Bailey, 1977). The inclusion of the category had been mandated by P.L. 89-333 in 1965.

P.L. 93-112 ordered HEW to conduct a study of the contribution of sheltered workshops to rehabilitation and employment of handicapped persons. The program had had a legislated relationship with sheltered workshops since 1943, when P.L. 78-113 redefined the class of acceptable rehabilitation outcomes to include long-term employment in sheltered workshops.

Many of the provisions of P.L. 93-112 dealt directly with or had implications for relationships between vocational rehabilitation and other state and local agencies. First, the Act continued the requirement of past legislation that vocational rehabilitation work cooperatively with other programs. It added new emphasis to the simliar benefits principle, requiring that resources of other agencies be used to serve clients before vocational rehabilitation funds are expended. Second, state vocational rehabilitation agencies were permitted to continue increasing the amount of state funds available for federal matching by counting certain costs of other state and local agencies as vocational rehabilitation expenditures. This was the "third-party funding" provision first allowed in P.L. 66-236, the original legislation for the program. Third, the state vocational rehabilitation agency was also permitted by P.L. 93-112 to submit a consolidated plan which included the state's vocational rehabilitation plan as well as its program for persons with developmental disabilities under the Developmental Disabilities Services and Facilities Construction Act of 1970 (P.L. 91-517). In another provision related to cooperative relationships, vocational rehabilitation agencies were authorized to make grants to public or private nonprofit agencies for certain purposes. Fifth, RSA was instructed to cooperate with the Office for the Handicapped in HEW (since renamed the Office for Handicapped Individuals) to coordinate the task of federal interagency planning for service to the handicapped. Several interdepartmental units were authorized to improve and coordinate services, and RSA was required to cooperate with the President's Committee on Employment of the Handicapped, the National Science Foundation, and the National Academy of Sciences in regard to rehabilitation of the handicapped. Finally, states were required to file plans which included provisions for intergovernmental and interagency cooperation and which designated a single state agency as the organizational unit to administer the plans or to supervise their administration by a local agency. Implementation of these last provisions necessitated cooperation among state and local agencies (Baumheier et al., 1976; U.S. Department of Health, Education, and Welfare, 1975).

Opportunities for vocational rehabilitation agencies to enter into the cooperative relationships required or encouraged by P.L. 93-112 were greatly enhanced by the establishment of many new social service programs in the 1960s and 1970s. Among those programs offering services directly related to rehabilitation were Disability Insurance and Supplemental Security Income for the Aged, Blind, and Disabled; Medicare; Medicaid; Title XX Social Services under the Social Security Act; the Basic Educational Opportunity Grant Program; the Developmental Disabilities Program; and programs stimulated by education legislation, including the Education for All Handicapped Children Act of 1975 (P.L. 94-142) and the Vocational Education Amendments of 1968 (P.L. 90-576). Vocational rehabilitation funds were used in local and state-wide cooperative programs with education agencies beginning in the late 1950s. Such programs were developed in Texas (the "Texas Plan"), Rhode Island, Minnesota, and in cities such as Oklahoma City, St. Paul, and Pocatello. These relationships were highly varied in regard to the terms of the cooperative agreements involved. Other relationships were formed with state scholarship programs, local mental health services, private and governmental group health insurance programs, labor union health and rehabilitation programs, and Veterans Administration benefit programs. P.L. 93-112, as amended by subsequent legislation, was more inclusive than previous legislation in its requirements and incentives for services to be sought by vocational rehabilitation agencies from these and other programs (Report from the Study Group on Similar Benefits, 1978; Turem et al., 1977).

However, because the intent of P.L. 93-112 was to change the program's direction significantly by giving priority for services to the more severely disabled, the nature of the relationship between vocational rehabilitation and other public and private nonprofit agencies was expected to be markedly affected. For example, vocational rehabilitation had been involved since the 1950s with local special education efforts to help mildly and moderately retarded student-clients move successfully from school to employment. The new emphasis on serving the severely disabled threatened these involvements. Money and rehabilitation services were still authorized for the less severely disabled, but their priority was to be lower than before (Bailey, 1977). This and other features of cooperative relationships involving vocational rehabilitation, special education, and vocational education are discussed in a later section of this chapter.

The first changes in P.L. 93-112 came the following year, with the Rehabilitation Act Amendments of 1974 (P.L. 93-516). The importance of the vocational rehabilitation program within the federal bureaucracy was demonstrated by the transfer of RSA from the Social and Rehabilitation Service of HEW to the Office of the Secretary and by other changes increasing the status of RSA and its Commissioner. P.L. 93-516 also authorized the President to call a White House Conference on the Handicapped within three years to study the problems of the disabled and to formulate recommendations for legislative and administrative solutions. Another important feature of the 1974 Amendments was the requirement that state vocational rehabilitation agencies and facilities funded by P.L. 93-112 develop affirmative action plans to employ and promote qualified disabled persons (U.S. Department of Health, Education, and Welfare, 1975).

P.L. 93-112 was again altered significantly in 1978 by the Rehabilitation, Comprehensive Services, and Developmental Disabilities Amendments (P.L. 95-602). The 1978 Amendments, in a "major new program" of services (Verville, 1978), placed much greater emphasis on providing rehabilitation services to those whose disabilities were too severe for them to be employed but who might benefit from such services as would allow them to live and function independently. A wide variety of such "comprehensive services for independent living" were authorized; state vocational rehabilitation agencies could establish facilities to offer these services; special programs to meet the independent living needs of older blind persons were provided for. The Comprehensive Services for Independent Living title of P.L. 95-602 enacted an intention of Congress which first appeared in the vetoed Rehabilitation Act of 1972.

The more traditional aims of the program were advanced by other parts of the Amendments. A community service employment program was established to provide public service jobs for the handicapped; the Project with Industry program, begun under authorization in P.L. 90-391, was expanded to improve private-sector job placement and training opportunities. In addition, the authorization for federal financial participation in vocational rehabilitation programs for handicapped migratory or seasonal farm workers or for American Indians living on reservations was increased to 90%.

The 1978 Amendments affected provisions originally promulgated in Sections 502 and 504 of P.L. 93-112. The Architectural and Transportation Barriers Compliance Board's area of responsibility was expanded to include communications barriers and provision of technical assistance to persons or agencies affected by Section 502 regulations. P.L. 95-602 extended for the first time the nondiscrimination provisions of Section 504 to employment of and provision of services to handicapped persons by federal agencies. An Interagency Coordinating Council was established and charged to develop and put into effect plans for coordination of enforcement of the antidiscrimination affirmative action, and other provisions of the rights sections of P.L. 93-112 as amended by P.L. 95-602.

P.L. 95-602 made changes in the organization of the rehabilitation research effort in HEW. A National Institute of Handicapped Research (NIHR) was established under the Secretary of Health, Education, and Welfare with a Director, appointed by the President; this Director, as well as the Director of Rehabilitation services, was to report to the same Assistant Secretary in HEW. The placement of NIHR in the federal structure and other aspects of its enabling legislation, such as funding level, hiring authorization, and pay scale, indicated the importance given to the rehabilitation research enterprise by Congress. NIHR's responsibilities included administration of research programs and research centers formerly overseen by RSA. These included Regional Rehabilitation Research Institutes, Rehabilitation Research and Training Centers, and an International Research Program. An Interagency Committee on Handicapped Research was also authorized by P.L. 95-602 and charged to coordinate with NIHR all programs related to rehabilitation research funded by the federal government and to develop long-range plans to guide all federal programs of research related to handicapped persons.

With a view to broader interagency coordination of federal policy toward the handicapped, the 1978 Amendments established a National Council on the Handicapped to review and make recommendations about the activities of RSA and all other policies, programs, and activities concerned with the handicapped which involve federal funds or direction. Among these duties, the National Council was to review the activities of the National Institute of Handicapped Research. Moreover, P.L. 95-602 specified that the state plan include provision for establishment of cooperative relationships among vocational rehabilitation, special education, and vocational education (E.M.C. Institute, 1978; Verville, 1978).

Other legislation enacted and implemented over the years, though not "vocational rehabilitation" legislation per se, is nonetheless related to the vocational rehabilitation program. Among these areas of legislation are developmental disabilities, sheltered workshops, vending by blind operators on federal or federally sponsored property, and social security rehabilitation programs.

The Developmental Disabilities program developed from several earlier laws dealing with mental retardation and federal aid for the poor, aged, and disabled, including the Maternal and Child Health and Mental Retardation Planning Amendments of 1963 (P.L. 88-156), the Mental Retardation Facilities and Community Mental Health Centers Construction Act of 1963 (P.L. 88-164), the Social Security Amendments of 1965 (P.L. 89-97), and the Mental Retardation Amendments of 1967 (P.L. 90-170). These laws authorized federal funding for construction and staffing of facilities and for services for the mentally retarded, other disability groups, and "at risk" children. The Development Disabilities Services and Facilities Construction Act of 1970 (P.L. 91-517) formally established the program, and the Act has been amended by the Developmentally Disabled Assistance and Bill of Rights Act of 1975 (P.L. 94-103) and the Rehabilitation Comprehensive Services and Developmental Disabilities Amendments of 1978 (P.L. 95-602) (Stripling, 1977).

Persons eligible for services under P.L. 91-517 and its amendments are the "developmentally disabled " who have a severe, chronic disability attributable to mental or physical impairment or impairments, manifest before age 22, and likely to continue indefinitely, which results in substantial functional limitation in at least three specified major areas of life activity and which requires individually planned and lengthy services for its amelioration (Final Report of the National Task Force on the Definition of Developmental Disabilities, 1977). Developmentally disabled persons are eligible for a variety of services intended to alleviate their disability and aid their social, personal, physical, or economic development. In addition to providing services such as diagnosis, treatment, training, and education, a state receiving funds under P.L. 91-517 and its amendments must have an advocacy system in effect to protect the rights of the developmentally disabled. In addition to the basic state grant, funds are authorized for support of university-affiliated facilities for services and training, special projects, and protection and advocacy activities. The federal share of basic state grants is authorized to be funded at a level of $55 million for fiscal year 1979 and $65 million for fiscal year 1980, though appropriations may be somewhat lower because of a separate continuing resolution under which the program's actual federal funding levels are determined (Des Jardins & Hull, 1977; Developmental disabilities extension signed, 1978). The developmental disabilities program is administered by the Bureau of Developmental Disabilities, Office of Program Operations, RSA, HEW.

Funds for construction or expansion of sheltered workshops have been authorized by vocational rehabilitation legislation at various times, beginning with the Vocational Rehabilitation Amendments of 1954 (P.L. 83-565). Moreover, the Mental Retardation Facilities and Community Mental Health Centers Construction Act of 1963 (P.L. 88-164) has provided for similar grants (Whitehead, 1977). RSA has no direct relationship with sheltered workshops, though they play an important role in vocational rehabilitation by offering such services as vocational assessment, training, and noncompetitive employment. State vocational rehabilitation agencies frequently contract with sheltered workshops on a fee-for-service or grant basis to secure their services for clients, expending basic state grant funds for this purpose (Greenleigh Associates, 1976). In addition to these relationships, sheltered workshops receive federal support through the Committee for Purchases from the Blind and Other Severely Handicapped, established by the Wagner-O'Day Act of 1938 (P.L. 79-379), as amended by P.L. 92-28, P.L. 93-76, and P.L. 93-538 (Industry-Labor Council, 1977; Whitehead, 1977).

RSA administers the Randolph-Sheppard Vending Facility Program through its Bureau for the Blind and Visually Handicapped. This program is based on the Randolph-Sheppard Act of 1936 (P.L. 74-732), which authorizes the states to give preference to qualified blind applicants for operation of vending stands in federal or federally funded public buildings. Amendments to the Act and state laws have made it possible to extend the preference to nonfederal property as well (Report from the Study Group on Rehabilitation of the Severely Disabled, 1973). The program's purpose is to increase employment opportunities for the blind.

The Social Security Act of 1935 (P.L. 74-271), as amended, has provided for payment from social security funds of costs incurred by vocational rehabilitation agencies in serving persons receiving social security disability insurance (SSDI) or supplemental security income payments (SSI). The Social Security Amendments of 1965 (P.L. 89-97) have increased the federal share of expenditures for this purpose to 100%. RSA administers the SSDI and SSI vocational rehabilitation programs.

The Federal-State Vocational Rehabilitation Program

Vocational rehabilitation's primary objective today is to "facilitate optimal vocational development and adjustment" of handicapped persons. This goal is based on two premises: Vocational adjustment is thought to be vital to adjustment in other areas of life, and the provision of services for vocational adjustment is thought to be cost-efficient in the long run because expending vocational rehabilitation funds to prepare handicapped persons for employment is less costly than supporting them with public assistance for the rest of their lives (Maki, McCracken, Pape, & Scofield, 1978). For years after the establishment of the federal-state program in 1920, competitive employment was the only goal. However, as noted in the review of legislation, noncompetitive employment and, later, independent living also came to be viewed as acceptable outcomes of the rehabilitation process.

The vocational rehabilitation program is administered on the federal level primarily by the Rehabilitation Services Administration, Administration for Handicapped Individuals, Office of Human Development Services, Department of Health, Education, and Welfare. As will be seen later, other federal agencies are involved in the direction of the program, but RSA is the agency primarily responsible for implementation of the Rehabilitation Act of 1973 (P.L. 93-112), as amended.

RSA was reorganized in 1978. It is now composed of several offices which administer the various aspects of the vocational rehabilitation program. The programmatic functions of these offices are roughly as follows: The Office of Policy Management handles planning, policy and legislation development, and congressional relations. The Office of Advocacy and Coordination oversees client advocacy, interagency coordination, and vocational rehabilitation of the deaf, hard of hearing, and speech impaired. The Office of Program Operations administers the general vocational rehabilitation program, the program for the blind and visually handicapped, and the developmental disabilities program. The Office of Program Development includes management of research, program evaluation, and supervision of innovative programs. The President's Committee on Mental Retardation reviews the status of the retarded in the United States and disseminates information about mental retardation. RSA also operates 10 regional offices, each responsible for monitoring of and assistance to federally funded vocational rehabilitation activities in a number of states.

On the state level, the program is administered by an agency designated to operate it directly or to supervise its operation by other agencies. The vocational rehabilitation program is unlike special education and vocational education in that there are no autonomous local vocational rehabilitation agencies, as these are local independent school districts; local vocational rehabilitation agencies are subordinate units of the state agency(Bailey, 1977).

Persons eligible for vocational rehabilitation services are those defined as handicapped by P.L. 93-112 and the regulations implementing it. Section 504 of the Act has defined a handicapped person as any individual who has a physical or mental disability which for such individual constitutes or results in a substantial handicap to employment and can reasonably be expected to benefit in terms of employability from vocational rehabilitation services. The expectation of benefit in terms of employability does not apply to persons who receive "comprehensive services for independent living" rather than, strictly speaking, vocational rehabilitation services (E.M.C. Institute, 1978). "Physical or mental disability" includes a wide variety of disability categories, but not, since 1973, behavior disorders, or since 1979, disorders resulting from active alcohol and drug abuse (Ballard, 1976). The disability must be medically recognizable. P.L. 93-112 has put special emphasis on availability of services for the severely handicapped, mandating that the population be given priority for vocational rehabilitation services. In 1921, the year after the civilian vocational rehabilitation program was established, it served fewer than one thousand clients; in fiscal year 1978, in contrast, almost 300,000 persons were rehabilitated, and almost one-half million new cases entered the vocational rehabilitation process. Prior to fiscal year 1978, the number of rehabilitations had decreased each year since 1974, possibly because of the new emphasis on service to the more-difficult-to-rehabilitate severely handicapped (Annual report of the U.S. Department of Health, Education, and Welfare, 1978; U.S. Department of Health, Education, and Welfare, 1977a). The emphasis on the severely disabled has created problems in addition to its possible effect on the number of case closures. The definition of "severely handicapped" has caused confusion: What is the relationship of severe handicap to employment potential, for example? (Koshell & Granger, 1978). Moreover, failure to appropriate funds to the levels authorized by P.L. 93-112 and its amendments might mean that services and programs for traditional, more productive, but less-than-severely-handicapped clients of vocational rehabilitation will suffer in order that resources can be diverted to serve the more severely disabled, even though P.L.93-112 says that the former are not to be denied services (Report from the Study Group on Critical Issues Involved in Rehabilitation of the Severely Handicapped, 1976).

P.L. 93-112 and its amendments fund a tremendous variety of activities. Among these are grants for basic vocational rehabilitation facilities and services to clients; services for American Indians; innovation in and expansion of programs; research and development programs; construction, equipping, and operation of vocational rehabilitation facilities; special demonstration projects and supplementary services;

community service employment programs for the handicapped; projects with industry for training and employment; and comprehensive services and centers for independent living. In addition, a National Council on the Handicapped is funded, as are other agencies and programs dealing with handicapped persons' rights of access to facilities and services, employment, and advocacy. Many, but not all, of these activities are administered by RSA. The National Council on the Handicapped and the agency responsible for direction of vocational rehabilitation research, the National Institute for Handicapped Research, are independent of RSA. The Office of Civil Rights, the Department of Labor, the Civil Service Commission, and the Architectural and Transportation Barriers Compliance Board are charged with implementation of various of the handicapped rights provisions of the P.L. 93-112 and its amendments; the Department of Labor also administers the community service employment program (E.M.C. Institute, 1978; Halloran et al., 1978).

Vocational rehabilitation services authorized for clients by P.L. 93-112 and its amendments include medical, vocational, and psychological diagnosis and evaluation; counseling and referral; medical restoration services; hospitalization; prosthetic and orthotic devices; eye glasses and visual services; maintenance during rehabilitation; training and training materials; job placement; occupational licenses, tools, equipment, and initial stocks and supplies; management services for small businesses; interpreter services for the deaf; reader services, orientation and mobility training, daily living skills instruction, and rehabilitation teacher services for the blind; transportation; services to families of handicapped clients; and follow-up services to support the client following employment. In addition, the "comprehensive services for independent living" authorized by the Amendments of 1978 are available to persons whose disabilities preclude preparation for employment as a goal of rehabilitation (Bailey, 1979; E.M.C. Institute, 1978).

The basic grant program funds state vocational rehabilitation agencies on a formula grant basis. The formula includes consideration of state population and per capita income. The state must match 25% of the federal basic grant contribution. Funds for the "comprehensive services for independent living" are also distributed as formula grants. Most other programs authorized by P.L. 93-112 and its amendments are funded on partial assistance bases; agencies receiving the funding are expected to provide part of the financial support for the funded activities (Bailey, 1977; Verville, 1978). P.L. 95-602 authorized appropriation of up $808 million for basic state grants in fiscal year 1979, with the maximum to rise to $972 million in fiscal year 1982. The Consumer Price Index is used to set authorization on a sliding scale below these maximums. In fiscal year 1978, the basic state grants totaled $760 million. Authorizations for other vocational rehabilitation programs are for much smaller amounts; the state grants comprise by far the largest part of the federal contribution (Annual report of the U.S. Department of Health, Education, and Welfare, 1978; E.M.C. Institute, 1978).

In order to receive funding under P.L. 93-112 and its amendments, the state must submit to RSA a plan for rehabilitation services for a three-year period, with annual revision if necessary. The plan provides the basis for the state's program. The plan contains assurances of the state's commitment to compliance with P.L. 93-112, its amendments and regulations; the plan also describes the state's vocational rehabilitation program, including its goals and the means of achieving them.

Principles to which the state must commit itself include provision of services in the least restrictive environment for the client and joint development by each client and counselor or an IWRP describing the vocational rehabilitation goals for the client and the means by which they will be achieved (Halloran et al., 1978).

State vocational rehabilitation agencies are required by P.L. 93-112 to seek similar benefits from other public and private agencies to meet certain client needs; physical or mental restoration; maintenance; training and training materials in post-secondary educational programs; interpreter services for the deaf; recruitment and training services in public service employment; rehabilitation teaching, orientation and mobility, and reader services for the blind; occupational licenses, tools, equipment, and initial stocks and supplies; transportation in connection with rehabilitation services; telecommunications, sensory and other technological aids. State vocational rehabilitation agencies are also encouraged to obtain similar benefits to provide post-employment services, services to members of the handicapped client's family, and services to groups of handicapped clients. All these and other services, however, may be supplied and paid for by vocational rehabilitation if to seek them as similar benefits would result in qualitative or quantitative inadequacy or untimeliness of service to the client. The requirements regarding similar benefits have been troublesome for vocational rehabilitation agencies, and several studies have revealed widespread problems in interpretation and implementation (Report from the Study Group on Similar Benefits, 1978; Turem et al., 1977).

A recent statement by the Commissioner of Rehabilitation Services outlined several possible new directions for the vocational rehabilitation program in the future. Among them are a "fully coordinated" nationwide program involving vocational rehabilitation, special education, vocational education and Head Start; a national survey of disability and needs of the disabled; and new emphasis on the multiply handicapped and culturally and econonically deprived. The statement also reaffirmed the commitment of the federal-state vocational rehabilitation program to "bringing into the mainstream of American society . . . the millions of disabled citizens in our land" (The Rehabilitation Services Administration Plans, 1978).

Legislation History of Special Education

A second major program contributing to the occupational preparation of the handicapped in the public schools is special education. Special education in the United States began with construction and operation by the states of schools and other facilities for the handicapped in the early nineteenth century. The first federal laws to provide educational services for the handicapped were enacted in 1857 and authorized establishment and incorporation of the institution which was to become Gallaudet College in Washington, D.C. In 1879, the American Printing House for the Blind in Lexington, Kentucky, was created to provide educational materials for that population. These and other federal laws in education of the handicapped up to the 1950s generally limited the federal role to establishment of special educational facilities, encouragement of dissemination of educational materials, collection of information and development of publications and statistical reports, and provision of a position for a special educator in the federal educational structure, the Office of Education (OE).

No strong federal commitment to education for the handicapped existed until the late 1950s. The launching of the first space satellite by the Soviet Union provided motivation for the National Defense Education Act of 1958 (P.L. 85-864), which implied for the first time that supplemental services ought to be provided for handicapped children within the general educational systems. In that same year, the OE began to maintain a lending library of captioned films for the deaf (P.L. 85-905); later, all handicapped children requiring special education services became eligible for this program. In 1959, legislation (P.L. 85-926) authorized funds for training leaders who would then instruct teachers of mentally retarded students. In 1961, P.L. 87-276 funded training of classroom teachers of the deaf, and further legislation in 1963 authorized expansion of the program for teachers of most other exceptional populations. When the Mental Retardation Facilities and Community Mental Health Centers Construction Act (P.L. 88-164) was passed in 1963, a Division of Handicapped Children and Youth was instituted in OE (LaVor, 1976; National Advisory Committee on the Handicapped, 1976).

The Elementary and Secondary Education Act of 1965 (P.L. 89-10) has been considered the nation's first real commitment in federal legislation to the improvement of the general educational system. An important feature of the Act was its authorization of funds to aid the provision of services to "educationally deprived children." P.L. 89-10 was first amended in 1965 by P.L. 89-313, Federal Assistance to State Operated and Supported Schools for the Handicapped. This law provided for grants to state agencies directly responsible for education of handicapped children in public educational facilities or hospitals serving children ineligible for assistance under P.L. 89-10. P.L. 89-750, the Elementary and Secondary Education Act Amendments of 1966, again altered the original Act by authorizing funding for state and local educational agencies to provide special education services to handicapped children. By establishing a grant program for the allocation of special education funds to the states, the 1966 Amendments began the basic OE program for the handicapped in existence today. They also created an early version of the Bureau of Education for the Handicapped, from the Division of Handicapped Children and Youth, within OE to administer the grant program and others related to education of the handicapped. The National Advisory Committee on Handicapped Children was also established as an advisory and review group for the Office of Education regarding administration and operation of these programs (LaVor, 1976; Report from the Study Group on Similar Benefits, 1978).

In 1967, the Elementary and Secondary Education Act was again amended, by P.L. 90-247. These 1967 Amendments raised the agency responsible for education of the handicapped from division to bureau status, forming the present Bureau of Education for the Handicapped (BEH). P.L. 90-247 authorized funding for a variety of specific educational programs for the handicapped, including regional resource centers for assesment of children's special education needs and service centers for the deaf-blind. Additional funds were specifically allocated to education of handicapped children (Baumheier, 1976; LaVor, 1976).

A first attempt to provide legislative and funding support for education of handicapped preschool children was the Handicapped Children's Early Education Assistance Act of 1968 (P.L. 90-538). The Act established demonstration projects to develop models of preschool and early childhood programs for state and local education agencies and encouraged states to develop comprehensive plans for education of handicapped preschoolers (Cohen, Semmes, & Guralnick, 1979; LaVor, 1976).

The Gifted and Talented Education Assistance Act of 1969 contained another important change for the Elementary and Secondary Education Act. The definition of disabilities for which educational and research services could be provided was expanded to include specific learning disabilities. The additional funding, services, and research consequently authorized affected millions of children (LaVor, 1976).

The Education of the Handicapped Act of 1970 (P.L. 91-230), "to extend programs of assistance for elementary and secondary education," codified into a single law much of the special education legislation that had come before it. Two other pieces of legislation enacted soon thereafter provided additional support for handicapped education. The Higher Education Amendments of 1972 (P.L. 93-238) authorized funding of projects by secondary and higher education facilities to develop programs to help disadvantaged and physically handicapped youths to complete their secondary education. Continuing P.L. 90-538's commitment to improvement of preschool and early childhood education for the handicapped, the Economic Opportunity Act Amendments of 1972 (P.L. 92-242) directed that at least 10% of the places in the Headstart Program be available for the handicapped and that special services be provided for their needs. However, because of new attitudes in the late 1960s and early 1970s toward education of handicapped children, P.L. 91-230 and other legislation were soon rendered inadequate to meet the needs of that population. These new attitudes were part of the "quiet revolution" in American education (Weintraub & Abeson, 1976).

The quiet revolution was a reaction to the fact that only a minority of handicapped children in the United States had ever received the special education services they needed. Many received no education at all. Historically, education officials had not been eager to educate handicapped children in the general educational system. State compulsory attendance laws ironically provided for denial of access to children whose mental or physical handicaps made school attendance "inadvisable" and were sometimes the legal bases for exclusion. Federal law, and the equal protection and due process clauses of the Fifth and Fourteenth Amendments to the Constitution, provided the revolution with an important legal resource of its own (Weintraub & Abeson, 1976).

In the 1960s, consumer, parent, and professional advocacy groups had a great deal of success on the state level with passage of mandatory education laws for the handicapped. Following the flurry of advocacy group activity, all but two states passed such laws. Also in the 1960s many states established departments of special education and, in general, provided much increased support for education of the handicapped at the local level.

The advocacy groups also took the concern to the federal courts. In 1971, "PARC" case, the Pennsylvania Association for Retarded Children sued the state of Pennsylviana on behalf of 13 retarded children who were, the Association alleged, not being given an appropriate education by the public school system. The court decided in favor of the plaintiffs, agreeing that retarded children are entitled by the Constitution's guarantees of due process and equal protection under the law to education equal in quality to that given other children. The state was ordered to reevaluate the plaintiff children, to place them in publicly supported educational programs (as much like those of nonhandicapped children as possible) and, by a later date, to provide all retarded children ages 6-21 with publicly supported education. The state was also ordered to provide mentally retarded children with procedural due process when changes in their educational program were proposed. Another federal court case, Mills vs. Board of Education in 1972, significantly broadened the applicability of the changes ordered in the PARC decision. As a result of the suit filed against the education board and other authorities by parents and guardians of seven District of Columbia children with a variety of handicaps, the constitutional right of all children, regardless of any handicap, to a publicly supported education was declared. Moreover, the District of Columbia was told that if its education funds were insufficient to pay for all its educational programs, including those in special education, then the funds must be used equitably so that no child was completely excluded from an appropriate publicly supported education. Many other suits and other legal actions followed in other jurisdictions with the intent and effect of establishing and enforcing the educational rights of handicapped children (Education of the handicapped today, 1976; Halloran et al., 1978; Weintraub & Abeson, 1976).

The first concrete signs of a new commitment to special education by the federal educational structure came in 1971. OE formally made education of the handiapped one of its priorities, and the Commissioner of Education set as a national goal achievement of full educational opportunity for all handicapped children by 1980 (Martin, cited in Abbas & Sillington, 1976; National Advisory Committee on the Handicapped, 1976). This commitment, as well as the advocacy activity, state legislation, and legal decision at the state and federal levels discussed previously, influenced Congress to consider legislation which was to give significant new direction to the special education program in the United States.

Congress first attempted to strengthen existing legislation by authorizing significantly higher levels of appropriations to the states in the basic grant program and by incorporating principles resulting from the recent court decisions. These principles required due process procedures to protect the rights of handicapped children, supported the practice of placement in the least restrictive educational environment commensurate with handicapped students' needs, and required states to make specific plans for achieving the goal of providing full and appropriate educational services for their handicapped children from birth through age 21. These provisions were contained in the Education Amendments of 1974 (P.L. 93-380), which extended and amended the Elementary and Secondary Education Act of 1965, the Education of the Handicapped Act of 1970, and other federal education laws. P.L. 93-380 affected special education in other ways as well. It established several upper-level administrative positions (including one for a Deputy Commissioner of Education in BEH) increasing the status of the agency in the educational bureaucratic structure. In an amendment to P.L. 81-874, School Assistance in Federally Affected Areas, P.L. 93-380 provided that armed services dependent handicapped children in special education programs would each count as one-and-a-half children for purposes of computing the amount of federal impact aid to which each local educational agency was entitled (Education of the handicapped today, 1976; LaVor, 1976; U.S. Department of Health, Education, and Welfare, 1975).

P.L. 93-380 has been described as a stopgap measure. For example, the commitment required of the states to educate all handicapped children did not include a deadline by which time the plan was to be implemented, and states were allowed to take availability of funds and state education laws into account when drawing up their timetables. P.L. 93-380 was considered mainly preparatory for the most important of the special education laws to date, the Education for All Handicapped Children Act of 1975 (P.L. 94-142) (Cohen et al., 1979; Halloran et al., 1978).

P.L. 94-142 represented the result of several years of lobbying by supporters of the principle that handicapped children are entitled to a publicly supported, appropriate education of quality equal to that afforded non-handicapped children and was shaped by earlier state and federal laws recognizing this principle. Often called a "Bill of Rights for the Handicapped," it opened with an acknowledgement of the fact that, of the approximately eight million handicapped children in the United States at the time of the Act, more than half were not receiving appropriate educational services, one million were excluded entirely from the public schools, and many others did not receive an appropriate education because their handicaps were not detected. The Act put responsibility for altering this situation squarely on the state and local education agencies. Present educational and diagnostic methods were considered to be adequate to meet the task of providing an appropriate, publicly supported education for each handicapped child, but the lack of funding was recognized by the Act. In response to this need, P.L. 94-142 authorized massive expansion of the appropriations for basic grants to the states, and changed the intent of federal funding as well. Prior to the Act, federal funds in education were intended largely to increase state and local financial participation in programs by making federal money available to the states for matching by the expenditures of state and local funds. P.L. 94-142 aimed to bring about change directly through massive infusion of federal money (Goodman, 1976).

The Act made clear that states were expected to achieve the goal for which previous legislation had only required them to plan. Equal educational opportunity for handicapped children had become national public policy. Moreover, P.L. 94-142 was given no expiration date, unlike previous federal education legislation, and it made a commitment to all handicapped children, not just to those whom it was convenient to educate (Education of the handicapped today, 1976; LaVor, 1976).

The Education for All Handicapped Children Act of 1975 was built on previous legislation, especially the Education of the Handicapped Act of 1970 (P.L. 91-230) and the Education Amendments of 1974 (P.L. 93-380). P.L. 94-142 was essentially an amendment to a major part of the former, putting into practice the principles of equal educational opportunity contained in the latter. Specifically, the Act required that for a state to qualify for federal financial assistance for its education program, it had to make publicly supported, appropriate education available to all handicapped children between ages 3-18 by September, 1978, and to all between ages 3-21 by one year later. States whose school attendance laws did not include the age brackets 3-5 and 8-21 were not required to provide the education to children of those ages, but P.L. 94-142 provided incentive grants of $300 above the regular allocation for each handicapped child 3-5 who was given special education and related services (Goodman, 1976; Halloran et al., 1978).

P.L. 94-142 embodied several other principles mandating changes in the content of special education services and the manner in which they were delivered. First, there was an educational plan, called the individualized education program (IEP), which was to be developed and put into writing for each child receiving special education services. It was to be specific regarding the child's current education status, the educational goals desired, and the means of reaching them. Second, handicapped and nonhandicapped children were to be educated together to the maximum extent appropriate to provision of a quality education; this is the "least restrictive environment" principle. Third, educational agencies were continually seeking to locate and identify handicapped children and determine whether educational needs were being met. Fourth, in accord with the major reordering of existing priorities by P.L. 94-142, special education services were to be extended first to those receiving no education at all, then to the most severely handicapped within each disability category who were receiving an inadequate education. Fifth, diagnostic tests used to guide educational placement of children were not to be racially or culturally discriminatory. Sixth, each governor was to appoint an advisory panel, which included handicapped persons and parents or guardians of handicapped children, to advise the state agency regarding its efforts to educate the handicapped (Goodman, 1976).

Handicapped children and their parents or guardians were afforded several procedural safeguards by P.L. 94-142. They were to have the following guarantees: access of parents or guardians to educational records relevant to a child's special educational status and placement; the opportunity for them to obtain independent educational evaluation of the child; the appointment of parent or guardian surrogates or other provisions for protecting the rights of a child whose parents or guardian were unavailable or unknown; written notice, in the parent's or guardian's native language, of proposals or refusals to initiate or change the child's special education status; and the right to an impartial due process hearing and appeals process to deal with disagreements arising in regard to the child's identification, evaluation, or placement (Education for All Handicapped Children Act of 1975).

The financial benefits to states of cooperation with the requirements of P.L. 94-142 were considerable. Beginning in fiscal year 1978, states' efforts to educate handicapped children were rewarded by a much increased federal contribution, which could continue to increase until 1983 (Goodman, 1976; Des Jardins & Hull, 1977). The federal funds authorized for basic grants to the states were for use in meeting costs for education of the handicapped in excess of costs for education of nonhandicapped children.

Even before P.L. 94-142's new authorization levels for federal funding of special education programs took effect in 1968, Congress showed itself eager to implement the spirit of the Act. It repeatedly increased the appropriations, sometimes over presidential vetoes (U.S. Department of Health, Education, and Welfare, 1977b).

The Education for All Handicapped Children Act required cooperation between special education and other agencies, especially vocational education. As defined in the Act, both "special education" and "appropriate education," which were to be provided by education agencies as needed by handicapped children, could include vocational education services. It was therefore expected that vocational educational personnel would participate in development of the IEPs of many handicapped students. The Act's requirements for other services to be provided to handicapped students implied that special education agencies would seek assistance from vocational youth organizations and job placement services, among others. Cooperation between special and vocational education was also encouraged by P.L. 94-142's requirement that all educational activities for handicapped children in a state were to meet the state education agency's standards for such education, standards set forth in P.L. 94-142 (Halloran et al., 1978; Razeghi & Davis, 1979).

The major special education legislation in effect today is the Education of the Handicapped Act of 1970 (P.L. 91-230), as amended by the Education for all Handicapped Children Act of 1975 (P.L. 94-142). However, special education funding and services are also currently authorized by other legislation described earlier, including the Economic Opportunity Act Amendments of 1972 (P.L. 94-424), as amended by the Headstart, Economic Opportunity, and Community Partnership Act of 1974 (P.L. 93-644); parts of the Elementary and Secondary Education Act of 1965 (P.L. 89-10), as amended by the Education Amendments of 1974 (P.L. 93-380); the Higher Education Amendments of 1972 (P.L. 93-238); and School Assistance in Federally Affected Areas (P.L. 81-874, 1950), as amended by P.L. 93-380. In addition, four laws authorizing and funding specialized programs for particular disability groups are currently in force. A law designated as "An Act to Promote the Education of the Blind" (P.L. 45-186, 1879) supports the American Printing House for the Blind, a nonprofit institute in Lexington, Kentucky, which disseminates educational materials and apparatus to the blind and multiply handicapped. P.L. 83-420 (1954), entitled "To change the Columbian Institution to Gallaudet College, define its corporate powers, and provide for its organization and administration and other purposes," has amended nineteenth century laws establishing the Institution and has provided for the present operation of this educational facility for the deaf in Washington, D.C. The Model Secondary School for the Deaf Act of 1966 (P.L. 89-694) has authorized the establishment of a high school to provide a model for development of educational methods for the deaf. Finally, the National Technical Institute for the Deaf Act of 1965 (P.L. 89-36) has established a post secondary residential facility for technical training of the deaf in preparation for employment. This facility is located in Rochester, New York (Bailey, 1977; Ballard, 1976).

The Federal-State Special Education Program

Special education was defined by the regulations for P.L. 94-142, the Education for All Handicapped Children Act of 1975, as "specially designed instruction, at no cost to the parent, to meet the unique needs of a handicapped student." It may include classroom instruction, physical education, and instruction at home or in hospitals and other institutions. Special education may also include vocational education, speech therapy, and other services which are designed to meet the unique needs of a handicapped child at no cost to the parent and which are considered "special education" rather than "related services" by the state (Halloran et al., 1978). OE and the Commissioner of Education made education of the handicapped a high-priority federal concern in 1971 and established a goal of full educational opportunity for all handicapped children by 1980 (Martin, cited in Abbas & Sitlington, 1976; Goodman, 1976). P.L. 94-142 required states to provide an appropriate, publicly supported education to all handicapped children, on penalty of losing federal educational funding. "Appropriate education" meant an educational program suited to the unique needs of each handicapped child. Special education is intended to provide special resources for handicapped children to use to achieve their unique goals; neither the means nor the ends of special education need to be the same as those of regular education programs (Weintraub & Abeson, 1976). The problems faced in implementing the legislative and OE policy mandate are viewed by OE as relatively unimportant in comparison to the hardships suffered by the handicapped children who have been deprived of free, appropriate education in the past (Priorities of the U.S. Office of Education, 1978).

The federal special education legislation is administered for the most part by the Bureau of Education for the Handicapped, Office of Education, Division of Education, Department of Health, Education, and Welfare. BEH is the agency primarily responsible for development and implementation of programs for education and training of the handicapped. These activities involve six objectives: to assure provision of an appropriately designed education for each handicapped person; to assist the states with this task; to assure provision of career education appropriate to the job market, to the career goals of the handicapped, and to their abilities; to assure availability of trained special education personnel; to encourage provision of early childhood and preschool education for handicapped children; and to provide training to increase the independence of severely handicapped children. BEH accomplishes its mission through its four divisions, which administer or collaborate in administration of several programs related to education of the handicapped.

The Division of Innovation and Development contains programs for early education of handicapped children, support services for handicapped students in postsecondary educational institutions, research and services for specific learning disabled children, research and demonstration projects in special education, and advocacy to promote desirable change for handicapped and other children in educational systems. Funding for training programs for special education personnel is provided by the Division of Personnel Preparation. The Division of Media Services manages programs related to development, dissemination, and use of educational technology and media; supports a system of centers for comprehensive assessment of needs of handicapped students; and provides information about special education services, handicapping conditions, and careers in education of the handicapped. The Division of Media Services performs much of its work through the Learning Resource Centers Program, a network of information dissemination and diagnostic evaluation centers. Finally, the Division of Assistance to the States administers the several programs providing federal funding for state and local special education activites, including the grants available to the states under P.L. 94-142. BEH also administers centers for identification of and provision of services to deaf-blind children and a program for gifted and talented children (Bailey, 1977; National Advisory Committee on the Handicapped, 1976).

Many of these activities are administered by BEH in conjunction with other federal agencies or by other agencies with consultation from BEH. The Division of Innovation and Development shares the child advocacy program with the National Institute of Mental Health and the Bureau of Developmental Disabilities, both also HEW agencies. The Division of Assistance to the States jointly administers the funding of schools, supported and operated by the state for handicapped children's education, with OE's Bureau of School Systems and also consults with that agency in its administration of a program for development of innovative and exemplary activities in critical areas of special education. Further, the Division of Assistance to the States collaborates with the Bureau of Occupational and Adult Education, OE, HEW, in the operation of its vocational educational programs for the handicapped. BEH consults with the Administration for Children, Youth, and Families, Office of Human Development Services, HEW, because of the two agencies' overlapping responsibilities for education of handicapped preschoolers. The Administration for Children, Youth, and Families is responsible for the Head Start program, which must make at least 10% of its "enrollment opportunities" in each state available to the handicapped (Cohen et al., 1979; National Advisory Committee on the Handicapped, 1976).

On the state and local levels, special education is primarily the province of state and local education agencies, which are administratively independent of BEH and of each other.

Children who are eligible for federally funded special education services are those who are defined as handicapped by P.L. 94-142's regulations: "those children (appropriately) evaluated as being mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, orthopedically impaired, other health impaired, deaf-blind, multihandicapped, or as having specific learning disabilities." Moreover, the handicapping condition must be such that the student is rendered incapable of succeeding in a regular education program (Halloran, 1978; Halloran et al., 1978). No more than 12% of a state's school population can be counted as handicapped, nor more than 2% as specific learning disabled, in the state's application for federal funding under P.L. 94-142. States desirous of funding under P.L. 94-142 and other federal grant programs had to provide free, appropriate education to their handicapped children between the ages of 3-18 by September, 1978, and to handicapped children between the ages of 3-21 by the next year with some exceptions noted previously. P.L. 94-142 has also set priorities for provision of services to handicapped children. The first to be served are those who have not in the past received an appropriate, publicly supported education; the second priority group is composed of those severely handicapped within each disability category who have been served inadequately (Abeson & Ballard, 1976; Goodman, 1976).

By using a variety of sources of information, BEH has estimated that about 12% of the school-age population is handicapped in terms of the P.L. 94-142 definition (Halloran, 1978). As noted earlier, more than half of these children are probably not receiving an education appropriate to their needs, though many times more handicapped children are enrolled in special education than were enrolled less than two decades ago (Reynolds & Birch, 1977).

Current special education legislation has authorized the funding of a variety of services for handicapped children. Among these is an individualized program of education and training to meet the needs of each child. The program may include academic, prevocational, and vocational instruction. In addition to instruction, handicapped children must be provided with supportive services as needed, such as transportation, speech and audiological assessment and therapy, physical and occupational therapy, recreation, and medical evaluation and diagnosis. Other services which are considered to be at least the partial responsibility of special education are "child find" activities, some other forms of assessment and counseling, educational aids and devices, work-study activities, and family support (Des Jardins & Hull, 1977; Joint C.S.A.V.R. - N.A.S.D.S.E. Task Force, 1977).

Funds authorized by P.L. 94-142, called "Part B" funds because P.L. 94-142 forms part B of the amended Education of the Handicapped Act of 1970 (P.L. 91-230), comprise the largest share of federal aid to education of the handicapped. These funds make up the state grant program and are allocated to the states to pay the excess costs of special education and related programs and services in the school. The state grants are a formula grant program, with a formula based on the number of children in a state between the ages of 3-21 who are handicapped and who receive special education services and on a percentage of the national average public school expenditure per child. The percentage factor began at 5% in fiscal year 1978 and is to rise gradually until it reaches 40% for fiscal year 1982 and thereafter. The resulting funding authorizations for the state grant program range from a maximum of $378 million in fiscal year 1978 to $3.16 billion in fiscal year 1982 and thereafter (based on the current per pupil expenditure, which can change). These figures become more striking when they are compared to the maximum authorization of $200 million for fiscal year 1977. Unlike the case with the vocational rehabilitation state grant program, authorized Part B state grant funds need not be requested by the President or appropriated by Congress. In fact, after a promising beginning, future appropriations of such funds may be significantly below authorized levels, as might be the case with special education and other education funds in general.

Under the pre-P.L. 94-142 state grant program, all appropriated funds were controlled by the state education agencies, which decided how the grants were to be distributed within the state. However, P.L. 94-142 directed that in fiscal year 1978 states were to pass along 50% of the grant monies to local education agencies and that the proportion was to rise to 75% for fiscal year 1979 and thereafter.

States which do not provide education for their handicapped children in accordance with the conditions outlined in P.L. 94-142 face the loss of substantial federal education funding. The Commissioner of Education may cut off funds to the noncompliant state or may order the state education agency to withhold funds from noncompliant local education agencies. Funds which may be lost through noncompliance are those authorized by P.L. 94-142 and certain sections dealing with education of the handicapped in the Elementary and Secondary Education Act (P.L. 91-230), the Education Amendments of 1974 (P.L. 93-380), and the Vocational Education Act (P.L. 98-210), as amended.

In addition to the state grant program authorized by P.L. 94-142, the federal special education effort comprises three other formula grant programs and a variety of others based on full federal financial support (e.g., the special schools for the deaf and the blind), partial assistance grants (e.g., grants to higher-education institutions for training of special education personnel), or set-aside funding (e.g., projects intended to develop exemplary and innovative educational programs for, among others, the handicapped) (Abeson & Ballard, 1976; Bailey, 1977; Des Jardins & Hull, 1977; Goodman, 1976; Marinelli, 1976; National Advisory Committee on the Handicapped, 1976; U.S. Department of Health, Education, and Welfare, 1977b).

In order to be eligible for funding under P.L. 94-142, state education agencies must submit annual program plans for the approval of the

Commissioner of Education. The annual plan, an application for funding, contains assurances that all of the state's other federally funded education programs for the handicapped are consistent with the principles of P.L. 94-142, that the state has a comprehensive plan for recruitment and training of special education personnel, that handicapped children placed by local education agencies in private educational facilities will be educated at public expense, and that federal funds will be used only to supplement state and local funds. The plan must also describe the state's procedures for evaluation of its efforts to educate the handicapped, its methods of accounting for its federal funds, and its state advisory panel on special education. In the plan, the state must agree to serve its handicapped school-age population in accordance with certain standards specified in P.L. 94-142. This law provides extensive procedural safeguards for the handicapped child and allows for parental participation in the development of a written, detailed individualized educational program. The law also requires provision of services in the least restrictive environment for the child, preferably in the regular setting with nonhandicapped students. Local education agencies must submit similar plans to state education agencies in order to receive funding under P.L. 94-142 for their activities (Halloran et al., 1978; U.S. Department of Health, Education and Welfare, 1977b).

The present array of active federal legislation in the field of special education is considered to represent a new era in the federal role in education of the handicapped. Federal oversight and financial aid play a much more direct part in provision of special education services on the state and the local levels than has been the case in the past, with more rigorously enforced standards to be met by education agencies and vastly increased authorized levels of funding available contingent on the standards being met. The intent of P.L. 94-142 has been that this trend continue until the needs of all handicapped children, especially the unserved and the inadequately served, are met by the nation's educational system (National Advisory Committee on the Handicapped, 1976).

Legislative History of Vocational Education

Vocational education is the third major problem involved in occupational preparation of the handicapped by public school systems. The federal role in vocational education began in 1917 with the Smith-Hughes Act (P. P.L.64-347),which authorized funding for vocational training in a limited number of occupations. The George-Barten Act of 1947 significantly increased the level of funding and the range of vocational services offered. However, the Vocational Education Act of 1963 (P.L. 88-210) has been described as a major turning point in the federal relationship with vocational education in the United States (Bailey, 1977). It made vocational education more widely available to members of the general public, removed constraints on the kinds of training which could be provided, and changed the direction of the program from training to fill labor market needs to training to help people obtain employment. Many programs and services were authorized by the Act. The basic grants to the states were to be used for secondary, postsecondary, and adult vocational guidance and counseling, and for other activities such as teacher training and supervision, program evaluation, special demonstration and experimental programs, instructional materials, and strengthening of leadership in the vocational education field. The Act also gave particular attention to persons with handicaps which kept them from participating successfully in regular vocational education programs; it made access to vocational education by the handicapped a concern of federal legislative policy (Bailey, 1977; Kowle, 1977).

The attention given to the handicapped in the vocational education program was carried forward and strengthened by the Vocational Education Amendments of 1968 (P.L. 90-576) (Kowle, 1977). These 1968 Amendments required the states to spend at least 10% of their annual basic grants for vocational education on programs for the handicapped, who were thus assured of increased opportunity for participation. Eligibility for participation in the programs for the handicapped was restricted by P.L. 90-576 in order to avoid use of the 10% set-aside funds for vocational education services for the nonhandicapped. However, once eligibility for the set-aside funds was established, the range of vocational education activities and services authorized by the 1968 Amendments for the handicapped was quite extensive. Services included surveys and evaluations, identification of handicapped students, staff development, modifications of school schedule, curriculum development and modification, and alteration of equipment. The set-aside funds could be used for separate programs for handicapped students if such programs were necessary, though integration of the handicapped into regular vocational educational programs was encouraged. The 10% set-aside funds were intended to be spent for costs in excess of the costs of providing vocational education to nonhandicapped students, though the funds could be used to pay the entire cost of programs devised solely for the handicapped.

Besides providing funds for special vocational education service for the handicapped, P.L. 90-576 authorized funding for research and development activities; exemplary programs and projects to create bridges between public education and work; construction, equipping, and operation of residential vocational education facilities; consumer and homemaking education; programs combining in-school and on-the-job training; and work-study programs. The 1968 Amendments also created the National Advisory Council on Vocational Education to review national vocational education policy; at least one member of the Advisory Council was to be knowledgeable about education of the handicapped. State advisory councils on vocational education were also required to include a member with similar expertise (Bailey, 1977; Ballard, 1976).

P.L. 90-576 contained implications for development of cooperative relationships involving vocational education. The very act of providing funding assured that cooperation would occur, because most federally assisted vocational education occurred (and still does) in public educational facilities administered by education agencies. Moreover, provision of funds for the vocational education of handicapped students encouraged cooperation with special education programs. The 1968 Amendments also explicitly required efforts to coordinate services for handicapped students in vocational education through cooperative arrangements with other agencies at the state and local levels and with other states. Cooperation was encouraged with vocational rehabilitation, special education, and public employment agencies, among others. As in the vocational rehabilitation program, it was recognized that development of cooperative relationships could increase the effectiveness of vocational education programs in spite of legislative restrictions on amount and use of vocational education funds (Bailey, 1977; Johnson, 1978;

Kay, Kemp, Saunders, 1973).

The vocational education program was drastically revised by the Education Amendments of 1967 (P.L. 94-482). In a development hailed as a "major change in the nation's social and economic awareness" (Halloran et al., 1978), P.L. 94-482 placed new emphasis on job preparation of all students, including the handicapped. Authorized levels of funding were significantly increased. The requirement that 10% of the basic state vocational education grant was continued, and states were not required, beginning with fiscal year 1978, to match the entire basic grant on at least a dollar-for-dollar basis. The intent of this provision was to prevent federal dollars from replacing state funds; one result was to increase the amount of money available for vocational education, including that for the handicapped, because most states had not equally matched their basic grants in the past.

The provisions of P.L. 90-576 governing expenditure of basic grant funds for excess costs and for special facilities (when they were necessary) and mandating inclusion of handicapped students in regular vocational education programs when possible were continued by P.L. 94-482. In general, the programs, activities, and services authorized under P.L. 90-576 were also funded by P.L. 94-482, and some new ones were added. In order to receive basic grant funding under P.L. 94-482, each state was required to submit annual program plans and a longer-term plan to the Commissioner of Education. The plans were to be submitted through a single state board responsible for vocational education and through the state advisory committee including the person with expertise in education of the handicapped.

The Education Amendments of 1976 contained provisions which were reminiscent of P.L. 94-142, the Education for All Handicapped Children Act of 1975, in their requirement of cooperation between vocational and special education programs. Vocational education programs for the handicapped were to be consistent in a variety of ways with the aims of P.L. 94-142. Prior to P.L. 94-482, vocational and special education served few of the same handicapped students. Following the enactment of these 1976 Amendments, vocational education planning for handicapped students was required to be consistent with the students' special education IEPs. Vocational education programs for the handicapped were to be designed and operated according to the standards for special education programs established by P.L. 94-142, and the annual state vocational education plan submitted to the Commissioner of Education was to be consistent with the special education plan submitted under P.L. 94-142. Finally, P.L. 94-482 provided that vocational education programs for the handicapped, regardless of the administering agency, were to be supervised by special education personnel in the state education agency (Halloran et al, 1978; Hull, 1977; Industry-Labor Council, 1977; Johnson, 1978; Razeghi & Davis, 1979; Tindall, 1978; U.S. Department of Health, Education, and Welfare, 1977b).

More recently, the Technical Amendments of 1977 (P.L. 95-40) required that special education programs, as well as vocational education programs for the handicapped, were to be reviewed by the state advisory committees on vocational education established by P.L. 90-576.

The current federal legislation in vocational education is the Vocational Education Act of 1963 (P.L. 88-210) as amended primarily by the Vocational Education Amendments of 1968 (P.L. 90-576) and the Education Amendments of 1976 (P.L. 94-482). The federal commitment to vocational education of the handicapped was reiterated in 1978 by the Commissioner of Education, who noted that a disproportionate number of handicapped compared to nonhandicapped persons were unemployed and, in spite of federal legislation for vocational education of the handicapped, had not had adequate access to publicly supported vocational education programs. The Commissioner's statement announced that it was OE policy to provide such an education to every handicapped person (Boyer, 1978).

The Federal-State Vocational Education Program

Vocational education is currently defined as "organized educational programs directly related to preparing individuals for paid or unpaid employment, or for additional training for a career requiring other than a baccalaureate or advanced degree." It may include industrial arts and consumer and homemaking education. The definition appears in the Vocational Education Act of 1963 (P.L. 88-210), as amended by the Education Amendments of 1976 (P.L. 94-482), and in the Education of All Handicapped Children Act of 1975 (P.L. 94-142).

The purpose of the federal vocational education program has been to assist the states to help persons at secondary, postsecondary, and adult levels to choose, prepare for, and function in occupations not requiring a baccalaureate degree. Vocational education places emphasis on occupational areas for which a need is known to exist in a particular locale (Bailey, 1977). Aside from the general objective of preparing persons for relevant occupations, the federal program also provides aid to states to enable them to offer vocational education to handicapped persons, who because of their handicaps, cannot succeed in regular vocational education activities (Kay et al., 1973).

Justification for the commitment to vocational education for the handicapped is both humanitarian and economic. Most handicapped students do not receive adequate education in either general living skills or specific technical ones necessary to maintain at least semi-independent lives. Much evidence indicates that the handicapped are disproportionately unemployed compared to nonhandicapped persons. Handicapped school students have not had access to vocational education equal to that of other students. The proportion of handicapped school-age youth is estimated to be approximately 12%, but there are significantly fewer of these children enrolled in vocational education programs than would be expected on the basis of their prevalence in the school-age population. Moreover, the enrollment rate drops after age 16, suggesting that there is a lack of programs meeting the needs of older handicapped students. Vocational education programs for the handicapped are believed to increase the handicapped person's chances of obtaining and retaining employment. Once on the job, handicapped workers function as well as or better than others by several measures (Boyer, 1978; Flanagan & Schoepke, 1978; Halloran, 1978; Kay et al., 1973; Razeghi & Davis, 1979; Vocational education, 1978).

The federal vocational education program is administered primarily by the Bureau of Occupational and Adult Education (BOAE), Office of Education, Division of Education, Department of Health, Education, and Welfare. The Bureau of Education for the Handicapped consults with BOAE in administration of the 10% set-aside funds reserved for handicapped students. Like BEH and RSA, BOAE is organized into a number of sub-units to deal with its responsibilities. BOAE's divisions are charged with the administration of adult education, research and demonstration, state vocational program operations, vocational and technical education, secondary planning, and postsecondary planning activities. The Bureau's divisions also administer funding and technical assistance for occupational education, metric education, consumer education, development of education professions, and community schools (United States Government Manual 1978/79).

On the state level, a single board for vocational education is designated in each state to administer vocational education programs or to supervise their administration by local education agencies. Vocational education for the handicapped must be supervised by personnel in the state education agency responsible for the state's other education programs for the handicapped, regardless of which state agency actually administers the regular and special vocational education programs. Locally, these programs are the responsibility of agencies such as independent school districts, which are administratively autonomous units.

States must use federal vocational education funds to operate programs for all persons in all areas of the state who want to participate and who would benefit from them. Special funding provisions are made for handicapped persons, and service to this population has been emphasized in recent legislation. Eligibility for participation in federally funded vocational education programs for the handicapped is restricted to prevent dissipation of the special funds into programs for the nonhandicapped. P.L. 94-482, as amended by technical legislation, uses the P.L. 94-142 definition of handicapped to establish eligibility for federally funded vocational education programs for the handicapped. In addition to having an identified disability, the person must also be incapable of succeeding in regular vocational education because of the disability and must be identified as handicapped on the basis of the disability, not on the basis of membership in a group.

Programs funded under active federal vocational education legislation are discussed in the previous section dealing with the legislative history of vocational education. As noted these special services in addition to those authorized for nonhandicapped students are funded for the handicapped under the Vocational Education Act of 1963 (P.L. 88-210), as amended by P.L. 90-576 and P.L. 94-482. OE considers vocational education to include nine substantive areas: agriculture, distributive education, health occupations education, occupational home economics, consumer and homemaking education, office occupations, technical education, trade and industrial occupations, and industrial arts. Presumably, special services for the handicapped could be available in conjunction with any of these areas. In addition to services authorized for the handicapped by vocational education legislation, P.L. 94-142 requires that the handicapped be provided with a variety of services related to vocational education, including vocational youth organizations, and job placement aid (Bailey, 1977; Halloran, 1978; Halloran et al., 1978; Kay et al.,1973; National Advisory Committee on the Handicapped, 1976; Razeghi & Davis, 1979).

Vocational education for the handicapped is funded by a set-aside portion of the basic vocational education formula grants to the states. The formula is based on state per capita income and on the prevalence of persons requiring vocational education in different age groups. The state must match its entire basic grant dollar for dollar and must reserve at least 10% of the grant for expenditure on programs and services for handicapped students. Most of the grant funds are passed along by the state to local education agencies, vocational schools, and community colleges. The 10% set-aside can only be used to pay for costs in excess of offering vocational education programs for the nonhandicapped, except in programs solely for the handicapped. One problem with the set-aside system is that states must only match the basic grant as a whole; they need not reserve a state or local dollar for the handicapped to match each dollar in the set-aside received from BOAE. Consequently, some states have reserved less than 10% of their own and local funds for vocational education of the handicapped. Authorized levels of funding for the basic state grant program have increased significantly in recent years, and the authorization for fiscal year 1980 is $1.4 billion, which assures that a maximum of $11.4 million of federal funds will be available for expenditure by state and local agencies on vocational education of the handicapped (Bailey, 1977; Comptroller General of the U.S., 1974; GAO examines federal programs for the handicapped, 1975; Halloran et al., 1978; Hull, 1977; Marinelli, 1976; Tindall, 1978).

As is the case with the vocational rehabilitation and special education programs, the state education agency or other governmental unit responsible for vocational education on the state level must submit plans to the Commissioner of Education describing what programs and services will be offered to meet the needs of employers and persons desiring vocational education, including the handicapped. A five-year program plan, updated annually, among other documents, must be submitted and approved in order for the state to receive its basic grants. The plan, which must also be reviewed by the state advisory committee on vocational education, includes assurances about and descriptions of the means by which certain principles will be implemented, including consistency of the state's vocational education program for the handicapped with the state's annual plan under P.L. 94-142, which outlines the state's special education program. In addition, vocational education services must be available to handicapped students in the least restrictive environment appropriate to their needs, be of quality and extent equal to those offered to other students, and be planned in coordination with the students' special education plans described in their IEPs (Bailey, 1977; Halloran et al., 1978; Hull, 1977).

This chapter has described the federal-level legislative history and current operation of the three major programs involved in occupational preparation of the handicapped in the public schools. While it should be clear from the legislative review that there are historical mandates for cooperation among vocational rehabilitation, special education, and vocational education, a discussion of the most recent policies regarding cooperation and the kinds of cooperative efforts now taking place on the federal, state, and local levels has been reserved for the following chapter.

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Chapter 2

INTERAGENCY LINKAGES

With the expansion of the federal role in education for the handicapped, there has been, in the last decade, an apparent duplication and overlap of services provided by governmental agencies concerned with the education, occupational training, and vocational rehabilitation of disabled youth. This has led to re-examination and restructuring of agency agreements defining cooperative programs. The following section traces the development of cooperative arrangements among agencies in the area of special education, vocational education, and vocational rehabilitation.

Toward Cooperation: A Brief History

Under the Smith-Fess Act (1920), funds could be used to provide vocational guidance, vocational education, occupational adjustment, and placement services. The minimum age of employability, 16 years, was established by the Federal Board of Vocational Education as the minimum qualifying age for vocational rehabilitation services. A major activity of the rehabilitation counselor was to secure "cooperation from individuals and agencies" (Rubin & Roessler, 1978). However, an impediment to service provision resulted from the differing administrative mechanisms at work in the vocational rehabilitation and vocational educational organizational structure. Whereas the vocational education program was operated by a unit in the state's vocational education department, vocational education programs were operated by individual school districts. There was not, as a result, sufficient appreciation of the broad special needs of the disabled (Obermann, 1965).

The earlier informal cooperative arrangements with industrial commissions and labor departments were maintained during this period by vocational rehabilitation; in some states, vocational rehabilitation continued to be operated under the state labor department, tending to focus services on job placement rather than training.

The 1933 Wagner-Peyser Act established a federal-state nationwide cooperative program between vocational rehabilitation and employment offices to place disabled persons in jobs. Cooperation between vocational rehabilitation and relief agencies was required when the Federal Emergency Relief Administration was set up to provide vocational rehabilitation for disabled persons on relief.

In 1935, permanent federal support was authorized for vocational rehabilitation by the inclusion of Vocational Rehabilitation in the annual authorizations established under the Social Security Act. Vocational Rehabilitation (VR) began to establish cooperative agreements, in some cases formal agreements, with new service programs established under the Social Security Act in order to make available their new services. The Social Security Act specified a requirement for Vocational Rehabilitation cooperation with crippled childrens' programs which, along with orthopedic hospitals and voluntary organizations, established comprehensive rehabilitation centers for homebound and physically disabled persons. These cooperative efforts were further stimulated in the late 1930s when policy changes allowed federal funds to be expended for training severely disabled persons in homebound or sheltered workshop employment (Rubin & Roessler, 1978).

In 1943, the Barden-LaFollette Act expanded VR services to the mentally retarded, mentally ill and the blind. This act mandated, for the first time, use of similar benefits in the rehabilitation process, specifically in regard to "pension, compensation, or insurance," thereby requiring that cooperative arrangements be established between Vocational Rehabilitation and other service agencies. The services Vocational Rehabilitation might provide or obtain through use of similar benefits were extended to include physical restoration, hospital utilization, prosthesis, transportation, maintenance, occupational licenses and tools, and training materials.

The 1954 Vocational Rehabilitation Amendments encouraged coordination with public and voluntary programs, in particular with public assistance programs, public employment, and the Bureau of Old Age and Survivors Insurance. Certain provisions in the 1954 Act were of special importance in promoting rehabilitation efforts for the mentally retarded and school-age population. Additionally, the 1954 Act provided that rehabilitation facilities and sheltered workshops could be established and funded either under the Vocational Rehabilitation agency, public or nonprofit voluntary agencies, or as joint programs with the local school districts or state mental hospitals. The new directives provided under the 1954 Act necessitated the development of additional cooperative relationships and procedures, including ties with school districts.

In the late 1950s, a nationwide study of the Subcommittee on Special Education of the Commission on Education and Labor of the U.S. House of Representatives resulted in recommendations for cooperative programming between special education and vocational rehabilitation, and the recommendation for establishment of a joint office of Special Education and Rehabilitation. (Subsequently, Vocational Rehabilitation was reorganized under the Department of Health, Education and Welfare as its own division.) A joint communication from the Commissioners of Education and Vocational Rehabilitation called for cooperative planning between special education and vocational rehabilitation. The President's Panel on Mental Retardation published guidelines for implementation of cooperative programs, and the Western Interstate Commission for Higher Education was enlisted to design more effective working relationships between vocational rehabilitation and special education.

The President's Panel on Mental Retardation recommended that states appoint their own commissions to evaluate state programs for the mentally retarded. These state efforts led to legislation for mental retardation education programs, and in some cases, to mandated cooperative programs between special education and vocational rehabilitation. Federal legislation hearings during the 1960s extended recognition of a need for cooperative services to emotionally disturbed, physically handicapped, and multihandicapped youth (Hensley & Buck, 1968).

A number of early cooperative programs are described in the literature. In 1959, a pilot project was initiated by the Texas Education Agency and the Dallas Independent School District to provide prevocational and vocational training to educable mentally retarded students age 13 and older. A unique curriculum was developed leading to a high school diploma and incorporating on-the-job training. After graduation, students were placed in jobs and provided with vocational counseling. The program was adopted statewide and was later implemented in Minneapolis.

Other model programs in the 1950s and 1960s established cooperative programs between special education, vocational rehabilitation, and private voluntary organizations. The Jewish Vocational Service in Milwaukee provided work experience for mentally retarded students in its sheltered workshop in coordination with special education, vocational rehabilitation, and the local school district. In New York City, the Association for Help of Retarded Children worked with special education and vocational rehabilitation to develop a program in its occupational training center, providing evaluation, personal adjustment, training in activities of daily living, vocational adjustment, and vocational training. In Bridgeport, Connecticut, a cooperative program between special education and vocational rehabilitation assisted mentally, physically, and emotionally handicapped students to become employable upon leaving school. Rehabilitation counselors worked fulltime in high school placements, making a strenuous effort to involve industry and business in the program. In order to prevent later problems, training school personnel were encouraged to identify students potentially in need of vocational rehabilitation. In Ohio, vocational rehabilitation worked cooperatively with vocational education to offer work evaluation, adjustment counseling, occupational experiences, and vocational training for youth unable to meet the educational requirements in the regular program.

The Vocational Education Act (1963) provided, for the first time, specific mandates for vocational training of those prevented by academic or socio-economic circumstances, or by physical or mental impairments, from succeeding in regular vocational programs. Authorization was made for establishment of work-study programs, an approach that vocational education had used to some degree at the beginning of the century.

A number of factors contributed to the minimal response to the mandate for service to handicapped in the following years. Special education and vocational rehabilitation had already assumed a major responsibility for these students; vocational education staff had no training in working with exceptional students. Also, it was feared that the mentally retarded would detract from the image and employability of vocational students. Finally, traditional operating modes persisted, with funds tending to be channeled through programs serving the seven occupational areas provided for in earlier legislation rather than being directed toward developing mechanisms to serve groups of people (Advisory Council on Vocational Education, 1968). There was some attempt to provide training to special education students through work-study programs, skill center programs, courses designed for low achievement students, and remedial work. A few joint special education and vocational programs awarded high school diplomas for completion of a mixed work-study and academic course of study (Brinegar, 1968).

The 1968 Vocational Education Amendments addressed the issue of vocational education's resistance to implementing programs for disadvantaged and handicapped. It mandated that 15% of the basic state vocational education grant be used for programs serving the disadvantaged and 10% be used for such programs and supportive services to mentally and physically handicapped people. Also, a new vocational education emphasis reminiscent of the 1910s developed toward the end of the 1960s with establishment of "career education" programs. Although approaches for adapting career education for the handicapped were developed by vocational educators and special educators, the integration of the handicapped into career education was still being initiated in most states in the late 1970s.

Two surveys, conducted in the 1960s, document interagency agreements between special education, vocational education, and vocational rehabilitation. The Kent State University survey found that 88% of the vocational rehabilitation agencies had cooperative relationships with special education in local school districts, and 76% had such arrangements with postsecondary vocational education programs (Committee on Principles and Practices, 1968). There was no accounting of cooperative relationships with vocational education at the secondary level. A Columbia University Teachers College survey found that most states had established interagency cooperation between special education and vocational rehabilitation, despite the absence of legislated mandates. Impediments to implementation of cooperative arrangements were created by personnel in rural areas, lack of special education expertise, little understanding on the part of the rehabilitation counselors of retardation or the education process, and mutual fear of encroachment into areas of responsibility and sources of support (Younie, 1968).

In 1967, Vocational Rehabilitation was established as a Division within the Department of Health, Education, and Welfare, bringing it into an administratively cooperative relationship with welfare, mental retardation, and public health programs. The Amendments to the Vocational Rehabilitation Act passed in 1968 reflected a new appreciation for interagency cooperation. Cooperative projects between state rehabilitation and other agencies were permitted with joint funding and administrative responsibility. Services were legislated for maintenance of an individual in employment and for family services, thus increasing the support which Rehabilitation Services Administration could provide to other human service agencies and also increasing the use of other agency services available through similar benefits usage.

During the 1960s legislation related to education stimulated cooperative programming with vocational rehabilitation and vocational education. In 1965, the Elementary and Secondary Education Act made funds available for education of the disadvantaged and handicapped. Under Title III of the Act, funds were earmarked for innovative programs for the handicapped. Pilot programs were initiated, such as the work-oriented joint vocational rehabilitation, special education, and vocational education program for secondary educable mentally retarded in Indiana, which resulted in dissemination of model curriculum guides and cooperative agreement guidelines statewide.

The 1973 Rehabilitation Act made specific provisions for interagency linkage, including provision for state vocational rehabilitation agencies to submit a joint plan of services with the state program serving the developmentally disabled; a requirement that the state plan provide for cooperative arrangements and utilization of similar benefits in accessing services of state public assistance programs, veterans' programs, manpower and public employment offices, the Social Security Administration, and other agencies providing services for the rehabilitation of the disabled; and the requirement that states give assurance of maximum use of community programs including vocational programs.

In the 1970s special education and vocational rehabilitation were legislated to provide comprehensive services to all handicapped individuals, including severely disabled. The distinctions between education, training, habilitation, and rehabilitation became inadequate for determination of program responsibility. Eligibility criteria became the determining factor.

Key programs serving the disabled in the 19th and 20th centuries grew out of various historical traditions and developed within the context of specific and differing disciplines. However, common historical circumstances--economic, social, political--propelled a change in emphasis and a broadening of the concept of appropriate goals for service, also initiating acceptance of new roles for programs. The concepts of education, training, and rehabilitation gradually broadened, expanding to meet the needs of a larger and more diversified disabled constituency.

In the case of youth, special education, vocational education, and vocational rehabilitation have all been mandated to provide similar services. However, each program contributes its own expertise and approach in providing services, thereby increasing the potential of cooperative programming for truly meeting the comprehensive needs of disabled youth. Special education, vocational education, and vocational rehabilitation programs have all recognized the need for and advantages of cooperative programming. With mandated services overlapping in many cases and a confusing variety of state organizational and procedural requirements, agencies have perceived the need to clarify how cooperative arrangements should be structured.

Cooperation Among Vocational Rehabilitation, Special and Vocational Education

The previous discussions of the legislative history, active legislation and policy, and administration of the three major programs involved in occupational preparation of the handicapped in the public schools have described the legislative and policy mandates for cooperative relationships among these and other social service programs and have included many examples of cooperation involving vocational rehabilitation, special education, vocational education, and other federal, state, and local public and private agencies. The general reason for development of cooperative relationships among the three major programs and others is to take advantage of similar or complementary goals and resources of different programs to enhance the effectiveness and efficiency of each of the programs in serving handicapped persons in need of education and rehabilitation. Cooperative relationships have been and continue to be necessary to avoid duplication of services, to overcome limitations imposed on the programs by restrictions on funding or availability of services, and to take advantage of many of the programs' complementary features.

The three programs have at least one important goal in common: to enable handicapped persons to live as much in the mainstream of American life as possible, whether that be through education or employment (Commissioner of Education & Commissioner of Rehabilitation Services, 1977). The populations served by the programs may be identical or very similar. Special and vocational education employ the same definition of "handicapped"; it is congruent with vocational rehabilitation's, except that the latter stipulates that the disability must be a substantial handicap to employment (Halloran, Foley Razeghi, & Hull, 1978). Many handicapped students at the secondary level are eligible for the services of all three programs. Vocational rehabilitation services are likely to become available to handicapped students when a vocational or independent living goal becomes feasible, at about age 16; eligibility for special and vocational education services in the public schools may continue until age 21 (or age 26 in some schools).

All three programs must serve the severely handicapped as well as those more easily educated and rehabilitated (Commissioner of Education & Commissioner of Rehabilitation Services, 1978). The site of most special education and vocational education activities is in the public school system, and many vocational rehabilitation services are also rendered there. The three programs duplicate some services and complement others. On a broad level, for example, vocational rehabilitation may render certain educational services, special education may include vocational education, and vocational education has training elements in common with vocational rehabilitation (National Workshop, 1979).

Certain historical and current limitations in each program also serve to make the development of cooperative relationships desirable. Initially, none of the three programs was well funded by today's standards. Even now, the amount of money available to them is considered by many to be inadequate to meet the greatly increased demands placed on them in recent years by vocational rehabilitation's emphasis on serving the severely handicapped and by the commitment of the other two programs to the education of all handicapped persons. The early vocational rehabilitation and vocational education programs offered a limited array of services to their handicapped clients (Baumheier, Welch, & Cook, 1976; Comptroller General of the U.S., 1978); the number of services available has been increased over the years, but the programs' abilities to offer them are often limited by lack of funds and by increased demand.

Federal law and policy have led to many forms of cooperation among vocational rehabilitation, special education, and vocational education at the federal, state, and local levels. At the federal level, the Bureau of Education for the Handicapped (BEH) consults with the Bureau of Adult Education (BOAE) in the latter's administration of the 10% basic state grant reserved for vocational education of the handicapped, and also collaborates with Rehabilitation Services Administration (RSA) in administration of the child advocacy program. On the state and local levels, vocational education and special education state plans must be consistent with each other, and the state advisory committee on vocational education must review both plans prior to their submission to the Office of Education (OE) for funding. Both vocational rehabilitation and vocational education have entered into cooperative relationships with state and local education agencies, including special education.

Agreements between vocational rehabilitation and education agencies date from the 1950s, while those involving vocational education are more recent. Relationships among the three major programs have been motivated in part by the necessity of vocational rehabilitation agencies to seek similar benefits and by legal provisions for third-party funding arrangements which allow expenditures by other agencies to be counted by vocational rehabilitation agencies as matching funds for federal basic grant dollars when the expenditures further a vocational rehabilitation goal. Similar benefits and third-party funding issues have been troublesome; vocational rehabilitation agencies have been criticized for failing to seek similar benefits and for inappropriately counting as matching funds certain expenditures of other agencies (Report from the Study Group on Similar Benefits, 1978; Termination of FFP, 1978; Turem, Gutowski, Koshell, LaRocca, & MacIntosh, 1977).

In order to increase the benefits of cooperative relationships and to curb their abuses, RSA and OE have recently begun a formal campaign to improve coordination of policy and operation of the federal-state vocational rehabilitation, special education, and vocational education programs. The initial impetus to this effort was an October 17, 1977, joint memorandum from the Commissioner of Education and the Commissioner of Rehabilitation Services to directors of state vocational rehabilitation agencies and chief state school officers. The memorandum's stated purpose was to assure that handicapped persons would receive all services for which they were eligible under P.L. 93-112, P.L. 94-142, and P.L. 94-482,and their amendments, and to assure that RSA, BEH, and BOAE were committed to helping state and local agencies coordinate their services for the handicapped.

The memorandum also described an "operational strategy" for education and vocational rehabilitation cooperation on the state and local levels. The proposed strategy described services which might be offered by each of the three major programs; suggested that vocational rehabilitation begin collaborating with special and vocational education agencies as soon as a student is identified as potentially eligible for vocational rehabilitation services; discussed the Individualized Education Program (IEP) and the Individualized Written Rehabilitation Program (IWRP) as especially appropriate tools for interagency cooperation; and encouraged cooperation in development of state plans, personnel preparation and development, curriculum and program planning, and preparation of handicapped students for the transition from school to employment. The memorandum announced the formation of an interagency team including personnel from OE, RSA, the Council of State Administrators of Vocational Rehabilitation (CSAVR), and the National Association of State Directors of Special Education (NASDSE) to meet periodically to support the interagency coordination process (Commissioner of Education & Commissioner of Rehabilitation Services, 1977).

A second important development in coordination among the three major programs was a meeting of a joint Council of State Administrators of Vocational Rehabilitation and National Association of State Directors of Special Education (CSAVR-NASDSE) task force in December, 1977. The task force's report, entitled Recommendations for Collaborative Programming in the Implementation of P.L. 94-142, considered the role of vocational rehabilitation in education of the handicapped. It identified and made recommendations regarding several issues, including the population eligible for services, the appropriate time for referral of a student for vocational rehabilitation services, the services which should be available and assignment of responsibility for providing the cooperative development of IEPs and IWRPs, responsibility for payment for services, and development of cooperative agreements between special education and vocational rehabilitation. The task force urged that involved federal agencies (OE and RSA) continue to lead efforts for state-level interagency cooperation and that the vocational education program be represented in these efforts, including future meetings of the interagency team announced in the 1977 OE-RSA joint memorandum (Joint CSAVR-NASDSE Task Force, 1977). RSA replied to the joint task force report in February, 1978, and stated its fundamental agreement with the recommendations made (RSA Ad Hoc Committee, 1978).

On November 21, 1978, the Commissioners of Rehabilitation Services and Education issued a second joint memorandum which announced the addition of representatives of the National Association of State Directors of Vocational Education (NASDVE) to the OE-RSA interagency team (also known as the OE-RSA Work Group or the OE-RSA Interagency Task Force), to join BEH, BOAE, RSA, CSAVR, and NASDSE. The memorandum reviewed steps which had been taken by the involved federal agencies to achieve the expanded interagency team's goal: encouragement of interagency agreements among state departments of vocational rehabilitation, special education, and vocational education. One of the steps cited was the planning of a national training workshop (for federal, regional, and state administrators) in cooperative programming for handicapped students. The memorandum also discussed many of the issues raised in the previous interagency communications and included a revised description of each program's responsibilities for service to handicapped, school-age youth (Commissioner of Education & Commissioner of Rehabilitation Services, 1978).

Recently, the national training workshop was held in February, 1979. It produced, among other things, a process model for development of interagency agreements and a list of suggested contents for such agreements (National Workshop, 1979). In addition, the OE-RSA interagency team has continued to meet periodically in order to provide federal leadership to the ongoing efforts of state agencies to form legal, workable, and useful cooperative agreements to educate and rehabilitate handicapped students more efficiently and effectively.

Current Cooperative Agreements

Cooperative agreements that have been established among vocational rehabilitation, special education, and vocational education most recently (since 1975) will be described in the following section. The agreements vary greatly in intent and complexity, consisting of documents constituting enabling legislation for future cooperative arrangements, agreements which define primarily joint planning and policy collaboration, and detailed outlines of joint administrative planning and program operation responsibilities. Many of these agreements were to have been substantially altered in 1979 in response to federal directives.

To facilitate the delivery of appropriate and comprehensive career, vocational, special education, and rehabilitation services to secondary and post-secondary handicapped individuals, a number of states are currently initiating or revising formal cooperative agreements among agencies responsible for providing these services. These agencies are primarily vocational rehabilitation, special education, vocational education, and local educational agencies (LEA).

Although cooperative vocational programming by state education and vocational rehabilitation agencies has been actively encouraged by the federal government since the mid-1960s (Connecticut's cooperative agreement is dated June, 1966), the increased effort towards coordination is a response to more recent federal statutes and communications. These are often cited in the agreements and form a basis for common definitions and goals. Each of these contains concepts and issues essential to the effective and coordinated delivery of service:

1. The Vocational Rehabilitation Act of 1973 (P.L. 93-112)
2. The Education for All Handicapped Children Act of 1975 (P.L. 94-142)
3. The Vocational Education Amendments of 1976 (P.L. 94-482)
4. Joint Communication from the Commissioners of Education and of Rehabilitation Services, HEW (October, 1977)
5. Joint Statement of Bureau of Education for the Handicapped and Bureau of Occupational and Adult Education (U.S. Office of Education, July, 1978)
6. Joint memorandum from the Commissioners of Education and of Rehabilitation Services, HEW (November, 1978)

In the following section, cooperative agreements from nineteen states are described and summarized. The agreements are primarily formal cooperative agreements with three states entering into formal memoranda of understanding. The agreements range from a general restatement of federal regulations or an enabling document which will permit LEAs to enter into an agreement, to quite specific statements of agency responsibility, areas of coordination at state and local levels, and mechanisms and procedures for implementing the coordination.

The cooperative agreements in general include these statements:

1. A statement of purpose and philosophy based on these statutes
2. A general statement, also based on federal statutes, of the responsibilities of each department. This might include statements of eligibility and services that may be provided by each agency
3. A statement more specific to each state outlining the way in which the agencies in that state will coordinate service delivery

The agreement may have various functions:

1. To enable or permit LEAs to enter into agreements
2. To facilitate the establishment of programs and effective working relationships at the secondary level
3. To delineate specific functions of the agencies at the state level
4. To establish a process for negotiating more detailed agreements
5. To provide a memorandum of understanding which does not have the binding nature of a cooperative agreement

State cooperative programs are summarized in Table 2.1 (Program Activities Conducted Jointly by Cooperating Agencies). The program activities, for the most part, are directly related to the linkage mechanisms identified in a systematic review of interagency cooperative programs authorized under the U.S. Department of Health, Education,and Welfare, in the broad areas of policy and planning, administration, case management, and client services. The chart shows that most states coordinate activities either at the level of ad hoc case coordination in the local setting, or at the level of overall program planning and policy decision making. Only seven states operate programs based on systematic case coordination, utilizing regular joint case conferences and team management to plan and implement a program of services for clients. Only seven states require joint development of the client's individual program plan.

Two kinds of program coordination appear in the state agreements. The majority of states operate a coordinated program by pooling resources to meet a broad range of student needs. In this type of program, agencies operate their primary service programs separately, as mandated under federal regulations, but also coordinate closely with other agencies and conduct a few activities jointly. However, one state has developed a service program jointly operated by all agencies involved in service provision. Two other states have been developing plans to implement jointly operated programs.

Joint planning is specified in most agreements. Only where the starred (*) entries occur in the chart are the mechanisms for joint planning identified. Planning teams representing all involved agencies (variously called an Advisory Committee, Task Force Planning Committee, Joint Service Study Committee, Occupational Coordinating Committee) carry out planning, program and curriculum design, and evaluation activities.

Most states utilize some form of joint staffing. Staffing ranges from joint funding of a coordinator/teacher/rehabilitation counselor staff person responsible for the joint program, to the assignment of a full-time vocational rehabilitation counselor to a special education program or to a school district, to regularly scheduled contacts by a vocational rehabilitation counselor. Other states assign a vocational rehabilitation liaison representative to make occasional contact at the administrative level.

The referral activity, by necessity, has been a joint activity in all states. In all cases, the education agency refers potential clients to Vocational Rehabilitation, and guidelines are established for appropriate referrals. Only in one state does Vocational Rehabilitation refer students from the VR program to the education agency for services. Three states do not specify referral responsibilities, but referral is implied as a necessary activity (for implied joint activity parentheses are used in Table 2.1).

In 1978, it appeared that some states had only begun to develop formal cooperative agreements to facilitate provision of educational and vocational services to youths, while others had established detailed operating agreements for coordination of services. No two states' cooperative programs coordinated services in the same way. The cancellation of third-party funding arrangements by RSA in 1978 has had an effect on the cooperative programs of many states. The 1978 Joint Memorandum from OE and RSA resolved that the federal agencies would jointly develop guidelines for collaborative planning and would assist states in developing formal agreements. The new agreements that were established during fiscal year 1979, as stipulated in the Joint Memorandum, would reflect the clarified guidelines in similar mechanisms for coordination between state special education, vocational education, and vocational rehabilitation agencies.

The interagency agreements outlined in Table 2.2 (State Agreements Charted by Agency Responsibility) describe, by state, the special education, vocational education, and vocational rehabilitation responsibilities, and the responsibilities shared by the cooperating agencies, at both state and local levels. Most linkages occur between vocational rehabilitation and special education (the more traditionally linked agencies) or vocational rehabilitation and vocational education. Nineteen agreements are also summarized (see Appendix A) in terms of general purpose and philosophy, general statement of responsibility, statement of specific agency responsibilities, and provisions for implementation, review, and termination. Coordination of services at the state and local level as well as mechanisms and procedures for implementing this coordination are also included in agreements.

Coordination of Services: Local Level

Direct Client Services. Direct services to clients are specified in terms of referral procedures, determination of eligibility, development of the Individualized Education Program and the Individualized Written Rehabilitation Program, staff, and mutual access to information regarding clients (with appropriate safeguards to protect clients' civil rights).

To assure a coordinated delivery of all appropriate services available to a client, five states specify regular meetings, at the local level of a Child Study Team composed of representatives from relevant agencies. Two states specify who would make referrals: in one instance, only one person, designated by the school

TABLE 2.1: PROGRAM ACTIVITIES CONDUCTED JOINTLY BY COOPERATING AGENCIES

Date of State Agreement	Policy and Planning						Administration							Case Management				Client Services								Program Type
VR = Vocational Rehabilitation SE = Special Education LEA = Local School District VE = Vocational Education DE = Department of Education X = Joint Activity Specified ( ) = Implied Social Activity	Policy decisions	Planning	Curriculum design	Information exchange	Program evaluation	Funding	Record keeping	Record/report sharing	Procedures implementation	Space provision	Staffing	Staff meeting	Staff development	Case conference	Consultation	Team management	Develop IEP/IWRP	Casefinding	Referral	Evaluation	Primary services	Support services	Job placement	Follow-up	Referral/utilization of outside resources	
Arkansas-1977 VR/DE/LEA	X	X*	X		X*	X					X	X	X	X	X	X		(X)	X	X	X	X	(X)	(X)	(X)	Joint provision of services
California-1978 VR/SE	X	X		X	X								X						X							Coordination between programs
Connecticut-1966 VR/SE						X				X	X								X	X		X		X		Coordination between programs
Delaware-undated VR/SE		X	X		X										X				X	X		X		X		Coordination between programs; VR designated to work with work-study dropouts handicapped ineligible for SE
Georgia-1975 VR/SE		X*			X*														(X)							Coordination between programs
Idaho-1978 VR/SE/VE			X		X	X					X		X			X	X		X	X	X	X	X			Coordination between programs; VR provides support services to SE/VE
Massachusetts-1978 VR/SE/CETA	X	X*	X*	X*	(X)	X*							X*				X		(X)							Coordination between programs; jointly operated program in planning stage
Michigan-1977 VR/SE/VE		X*			X*	X								X	X		X		X			X	X			Coordination between programs; VR to serve age group 16+ non-SE handicapped, work study, dropouts, graduates
Mississippi-1976 VR/VE/DE		X	X			X				X	X		X				X		X							Coordination between program; jointly operated program in planning stage
Montana-undated VR/DE		X		X				X			X				X	X			X							Coordination between programs
Nebraska-undated VR/VE				X	X																					Coordination between programs
Nevada-1977		X*	X	X	X										X			X	X							Coordination between programs; joint staff development; team management in planning stage

TABLE 2.1: PROGRAM ACTIVITIES CONDUCTED JOINTLY BY COOPERATING AGENCIES (CONT.)

Date of State Agreement	Policy and Planning						Administration							Case Management				Client Services								Program Type
VR = Vocational Rehabilitation SE = Special Education LEA = Local School District VE = Vocational Education DE = Department of Education	Policy decisions	Planning	Curriculum design	Information exchange	Program evaluation	Funding	Record keeping	Record/report sharing	Procedures implementation	Space provision	Staffing	Staff meeting	Staff development	Case conference	Consultation	Team management	Develop IEP/IWRP	Casefinding	Referral	Evaluation	Primary services	Support services	Job placement	Follow-up	Referral/utilization of outside resources	
North Dakota-1976 VR/VE		X		X	X			X	X				X	X	X			X	X	X			X	X		Coordination between programs; VR to identify & help plan for VE students
Ohio-1978 VR/SE		X									X		X	X	X	X	X		X					X	X	Coordination between programs; VR to work with dropouts
Oregon-1976 VR/DE				X	X			X							X				(X)							Coordination between programs
Pennsylvania-1978 VR/DE		(X)			X				X				X	X	X		X		X	X		X				Coordination between programs; VR to serve 15+ age group
South Carolina-1978 VR/DE																										Coordination between programs
Virginia-1978 VR/SE/VE		X				X			X				X		X		X		X	X						Coordination between programs; VR to serve 15+ age group; provide placement & counseling for all handicapped upon leaving school
Wyoming-1978 VR/SE		(X)		X											X		X		X							Coordination between programs; VR identifies & serves students referred by SE

superintendent, is to make referrals to the vocational rehabilitation counselor; in the other, various school employees such as nurses, teachers, or counselors, might make referrals. One state specifies the development of interagency referral forms and face-to-face or telephone contacts among local staff. Another state recommends that referrals to Vocational Rehabilitation be timed appropriately to assure continuity of placement.

Procedures for Vocational Rehabilitation staff range from the assignment of one VR counselor to each school where a Cooperative Program with Special Education is being implemented to assignment of a VR counselor at the request of the school district, or, to state-level encouragement of regularly scheduled contacts. Another state agreement specifies three yearly contacts by a Vocational Rehabilitation Counselor. In several agreements Vocational Rehabilitation is specifically designated as the agency responsible for coordinating services to 15-21 year-olds not enrolled in a school program.

Staff Support Services. Three areas of staff support services are specified:

1. Joint in-service training for Vocational Rehabilitation, Vocational Education and Special Education personnel; in some states, assurance was given in the agreement that staff time to attend the training would be provided
2. Exchange of information regarding services available from each agency
3. Exchange of information between Vocational Rehabilitation and Vocational Education regarding curriculum development for handicapped students

Program Initiation and Review. In several states, Vocational Rehabilitation and Vocational Education agree to provide consultation, when relevant, for the other agency regarding program funding applications. In one state, review of Vocational Education programs serving handicapped students is specified.

Coordination with others not party to the agreement is specified in one agreement (e.g., coordination in reference to employers, the Governor's Committee on Concerns of the Handicapped, and architectural accessibility).

Coordination of Services: State Level

Designation of Liaison Representatives From Each Agency. Six states specify this mechanism for assuring implementation of coordinated service delivery. The tasks vary from state to state but include review of the agreement and its implementation on a regular basis (annually or quarterly), overall state planning, and assurance of in-service training of field personnel.

Information Coordination. Three states specify statewide information consolidation and coordination efforts. The areas are program and staff development, needs assessment, occupational information, and management information.

Other shared tasks include co-authoring and publishing a Guidelines to Services describing each agency's procedures and policies, referencing the interagency agreement in manuals of each agency, and encouraging public understanding. Several states define staff certification and funding requirements and specify coordination in these areas.

TABLE 2.2: STATE AGREEMENTS CHARTED BY AGENCY RESPONSIBILITY

LEA = Local Education Agency
SE = Special Education
VR = Vocational Rehabilitation
VE = Vocational Education

	SPECIAL	VOCATIONAL EDUCATION	VOCATIONAL REHABILITATION	MUTUAL
ARKANSAS				
LOCAL	Establish unit, provide space, staff Identify & refer potentially eligible clients Assign staff to unit Provide funds for unit, including staffing			Establish team from VR, LEA, and SE for planning, in-service training coordination and evaluation
STATE	Approve cooperative program unit Allot program and staffing funds Approve teacher/ coordinator		Approve plan for cooperative program Identify nature and scope of VR services Develop budget Assign counselor Partially fund salary of coordinator, teacher	
CALIFORNIA				
LOCAL				
STATE	Provide leadership to LEA to assess, screen, refer potential clients to VR Provide to local education agencies technical support, monitoring reviews, program evaluation		Evaluate & assess individuals referred from LEA	Establish process for more specific agreements Co-author Guidelines to Services specifying each department's current policies & procedures Consolidate & evaluate all current programmatic & staff development needs, assessment data regarding programs for handicapped students Prepare regional joint-staff in-service training workshops

TABLE 2.2: (CONT.)

LEA = Local Education Agency
SE = Special Education
VR = Vocational Rehabilitation
VE = Vocational Education

	SPECIAL EDUCATION	VOCATIONAL EDUCATION	VOCATIONAL REHABILITATION	MUTUAL
CONNECTICUT				
LOCAL	Coordinate with VR program Program space, administrative support to cooperative program Provide support services to VR services, to the extent available Facilitate access to records Superintendent to appoint school staff person to be solely responsible for making VR referrals		VR counselor to determine eligibility	Orient school staffs about VR
STATE	Provide consultation to principal for coordination of SE, VR services Approve VR service to specific town		Assign & pay VR counselors in schools Develop budget & program, supervise operational aspects Furnish guidelines to school system	
DELAWARE				
LOCAL				Cooperate with schools to develop a feasible training program for handicapped students who have withdrawn from school programs
STATE			Provide VR counselors to appropriate school committees Accept referrals Provide support services Evaluate potential for post-school training, employment	
GEORGIA				
LOCAL				Establish separate agreements between local agencies & state departments Establish Advisory Committee including local and state (continued)

TABLE 2.2: (CONT.)

LEA = Local Education Agency
SE = Special Education
VR = Vocational Rehabilitation
VE = Vocational Education

	SPECIAL EDUCATION	VOCATIONAL EDUCATION	VOCATIONAL REHABILITATION	MUTUAL
GEORGIA (continued)				
LOCAL				representatives to provide quarterly evaluations, insure implementation
STATE				Permission for the development at local level of a cooperative program between VR & LEA
IDAHO				
LOCAL			VR specialist determines applicable services (direct & support), after exploring similar benefits	Cooperative in-service training Child Study Team of VR, VE, SE representatives for handicapped students at secondary level
STATE	Lead agency in planning, implementing education programs for school-age handicapped persons		Provide services to assure handicapped secondary students of bridge between public schools and employment	Share management information for evaluation & on-going planning and program development Cooperative in-service training
MASSACHUSETTS				
LOCAL				
				Comprehensive Planning Task Force for vocational training of handicapped individuals: to develop coordinated state plans to cooperatively plan in-service training to consult on VR curricula development to plan jointly operated programs of vocational training for handicapped persons To develop a document of services for each agency (cont.)
STATE				

TABLE 2.2: (CONT.)

LEA = Local Education Agency
SE = Special Education
VR = Vocational Rehabilitation
VE = Vocational Education

	SPECIAL EDUCATION	VOCATIONAL EDUCATION	VOCATIONAL REHABILITATION	MUTUAL
MASSACHUSETTS (continued)				
STATE				To develop a coordinated mechanism for disbursement of federal funds
MICHIGAN				
LOCAL	Be responsible to assure that handicapped students who could not complete a normal course of study would have access on an equal opportunity basis to VE Provide staff, equipment and building space Be responsible with general education teachers for pre-vocational and personal adjustment training & for work-study services if these cannot be handled by VE coordinator			SE Educational Planning and Placement Committee including representatives of all agencies
STATE	Provide funding to support personnel, individual vocational training, and special vocational education	Assure that VE students will have equal opportunity access to regular VE programs Authorize use of VE Special Needs funds to support secondary SE students in VE & post-secondary vocational programs for handicapped students	Accountable agent for coordinating post-school training and placement of all handicapped adults 18-25 who had completed approved course of study Accept referrals Provide support services to help person succeed in work-study placement Administer grant funds	Joint Services Study Committee of representatives from Vocational/ Technical Education or VR
MISSISSIPPI				
LOCAL	Develop plan for Cooperative Program, present to State Dept. of Education Administer SE & VE programs Coordinate existing services with Cooperative Program Provide required space in secondary setting (continued)			

TABLE 2.2: (CONT.)

LEA = Local Education Agency
SE = Special Education
VR = Vocational Rehabilitation
VE = Vocational Education

	SPECIAL EDUCATION	VOCATIONAL EDUCATION	VOCATIONAL REHABILITATION	MUTUAL
MISSISSIPPI (continued)				
LOCAL	Designate staff for vocational adjustment counselor & prevocational orientation Provide regularly scheduled in-service training			
STATE	Be liaison between VR, VE & the local education agency if problems arise about criteria for an acceptable school unit	Certify district eligibility Certify staff Authorize funding	Assign VR counselor to local unit Approve VR eligibility, nature & scope of services Develop budget for cooperative school units Approve Plan of Operation	
MONTANA				
LOCAL				Establish Child Study Team including representatives from appropriate agencies
STATE	Be responsible for staff person to administer SE phase as distinct from VR Coordinate with VR regarding existing school programs Facilitate access to records by VR		Assign a general caseload VR counselor to any school district requesting VR service delivery Determine eligibility, nature & scope of VR services Authorize & approve expenditures for VR services	
NEVADA				
LOCAL				
STATE		Provide information to VR about VE courses available Arrange for referral to VR from VE programs Seek VR consultation regarding VE project applications relevant to VR	Refer handicapped clients to VE where appropriate Inform VE of VR services Seek VE consultation regarding VR project applications relevant to VE Appoint representative to State Occupational Coordinating Committee	Appoint liaison representatives Work cooperatively on Nevada State Occupational Information Coordinating Committee to develop an occupation information system

TABLE 2.2: (CONT.)

LEA = Local Education Agency
SE = Special Education
VR = Vocational Rehabilitation
VE = Vocational Education

	SPECIAL EDUCATION	VOCATIONAL EDUCATION	VOCATIONAL REHABILITATION	MUTUAL
NORTH DAKOTA				
LOCAL				
STATE		Inform VR of VE programs available Encourage referrals of handicapped students by schools to VR	Diagnose and test potentially eligible persons Identify & report need for VE programs for handicapped persons Review vocational programs for handicapped persons Make recommendations for program implementation	Designate liaison representatives to coordinate implementation Establish reciprocal referral procedures Establish interagency training Establish information exchange Establish programs for public understanding Coordinate contacts with employers and other agencies
OHIO				
LOCAL				Case Management: coordinate IEP and IWRP development hold regular staffing regarding individual clients/ students
STATE	Encourage local agencies to devebop cooperative procedures to assure joint planning by the school and VR		Assign VR personnel to regularly scheduled contacts with the schools Provide consultation Provide in-service training for school personnel Provide services for school-age handicapped persons withdrawn from school	
OREGON				
LOCAL				
STATE	Agree to work cooperatively Share information and data as needed		Be willing to enter into operation contracts with LEA Make consultation available	

TABLE 2.2: (CONT.)

LEA = Local Education Agency
SE = Special Education
VR = Vocational Rehabilitation
VE = Vocational Education

	SPECIAL EDUCATION	VOCATIONAL EDUCATION	VOCATIONAL REHABILITATION	MUTUAL
PENNSYLVANIA				
LOCAL	Identify & refer potential clients to VR			
STATE	Deliver full continuum of services to all exceptional SE school-age persons		Accept applications from LEA & individuals 15+ with substantial handicap to employment Evaluate eligibility (not to be based solely on school age) Provide services as needed, after consideration of similar benefits	Liaison at state level Assure in-service training of field personnel Arrange joint conference
SOUTH CAROLINA				
LOCAL				
STATE	May provide services as listed in federal statutes	May modify equipment for handicapped students	Provide federally mandated services	
VIRGINIA				
LOCAL	Determine eligibility for SE Provide special VE services for handicapped students as needed Arrange for vocational counseling of students and parents Assure VE and VR personnel included in IEP development when appropriate Arrange in-service training regarding VE for handicapped students Maintain records			
STATE	Certify eligibility of SE teachers in VE programs for handicapped students Assist financially in jointly approved VE programs for handicapped students Consult with VE regarding mainstreaming of handicapped students	Determine staff eligibility Reimburse units for vocational programs for handicapped students Provide consultation regarding mainstreaming of handicapped students in regular vocational programs	Provide vocational assessments of persons 15-21 Determine eligibility of referrals Provide job placement/ counseling for students leaving school Provide training programs for employers	Develop guides and procedures Develop in-service training programs Provide needed consultation among VR, VE, SE to initiate joint VE programs for school-age handicapped (continued)

TABLE 2.2: (CONT.)

LEA = Local Education Agency
SE = Special Education
VR = Vocational Rehabilitation
VE = Vocational Education

	SPECIAL EDUCATION	VOCATIONAL EDUCATION	VOCATIONAL REHABILITATION	MUTUAL
VIRGINIA (continued)				
STATE				Jointly approve cooperative and private school VE programs for school-age handicapped
WYOMING				
LOCAL	Refer handicapped persons who appear eligible to VR		VR counselors contact school district SE coordinators three times per year Accept referrals from SE Identify handicapped students/clients eligible for VR services Provide appropriate services	Exchange client information Participate jointly in client service delivery, developing IEP & IWRP
STATE			Assign VR counselors to contact school district SE coordinators three times per year	Incorporate by reference the principles of the agreement in each department's documents Exchange information about activities of mutual interest Designate liaison representative for overall state planning

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PART TWO

TEN EXEMPLARY PROGRAMS

Chapter 3

REVIEW OF EXEMPLARY PROGRAMS

The Nomination Process

The Project has as a primary objective the review of "exemplary" occupational education programs for high school handicapped students throughout the country. As the Project was developing its design for selecting approximately ten programs to be visited for the purpose of obtaining in-depth information, it became apparent that an initial screening questionnaire would be needed to facilitate the selection process. In turn, it was determined that an appropriately designed screening questionnaire could serve a dual function: (1) provide the information for selecting the sites to be visited, and (2) provide the basis for a national profile of exemplary programs. This chapter represents the results of this profile.

The first step in locating exemplary occupational education programs throughout the country was to send out a request for nominations to those individuals considered to be most knowledgeable in each state. State directors of special education, vocational education, and vocational rehabilitation were asked to make nominations. In addition, selected individuals known to be knowledgeable about the field were asked to make nominations.

Respondents were asked to select programs they considered to be exemplary in terms of quality of the educational services offered and the extent to which the program had blended multiple funding sources and had benefited from a coordinated effort between at least two of the three main programs of concern to the project: special education, vocational education, and vocational rehabilitation. The project received 136 nominations of exemplary programs by this procedure.

In addition, names and descriptions of 151 others were gleaned from the special education, vocational education, and vocational rehabilitation literature and from recent HEW and other listings of exemplary programs in occupational preparation of the handicapped.

Each of the total of 287 programs was then sent a "Program Description Form" which elicited descriptive information. From these 287 programs, 95 Program Description Forms were completed; most of these came from the group of programs nominated by the stated directors. No claim can be made that the 95 represent tht total group to which Program Description Forms were sent, nor that the 95 were truly representative of those programs considered to be best. However, they were distributed in 44 states and one territory (the remaining 6 states and territories did not have any programs) throughout all regions of the country and are likely to reflect important characteristics of those programs considered by respondents to be exemplary.

Several criteria were used by the project staff to identify those of the 95 which embodied the most desirable and representative characteristics. Each program considered for a site visit was to be of overall high quality, involve interagency cooperation, function at the local level, be replicable, include the severely handicapped in its programming, provide a continuum and range of services over the later school years and the transition into employment, and serve youths approaching the age of vocational rehabilitation eligibility (ages 13-18). The final sample of programs chosen for site visits was intended to contain a mix of urban and rural programs from different areas of the country and to provide services for a diversity of handicapping conditions, program structures and contents, types of cooperation among education and rehabilitation agencies, sizes of populations served and funding levels, program longevity, and influences of state special education legislation. Using these criteria for quality and representativeness, the project staff chose 22 of the 95 and referred their names and descriptive information to the project's steering committee for further consideration.

This steering committee, made up of representatives of federal and state special education and vocational rehabilitation agencies, used the above criteria to rank the 22 programs. Their first 10 choices, with minor alterations made by the project staff to insure that the programs visited were geographically distributed, became the final sample for the project's in-depth case studies.

This chapter reviews aspects of the 95 programs. The following ten chapters present the results of the in-depth study of the final 10 sites. Appendix B includes the questionnaire and other materials used in the nomination process.

Survey of Nominees

Geographic Characteristics

The bulk of the exemplary programs served multiple communities that encompassed local, city, and/or county-wide districts; some respondents indicated more than one category (Table 3.1).

As can be seen, almost half included a local school district, with about one-third including either a city-wide and/or a county-wide school district. Since most programs appeared to cover a fairly large geographic area, it was not surprising that a wide spread was also evident in terms of the types of communities that were covered (Table 3.2).

Again, most programs indicated that they covered more than one type of community. It is interesting to note that over half included a rural area within their target area, and small towns were also well represented. However, only five programs indicated that they only served small towns and a rural area, suggesting that the bulk of the rural communities served were covered by programs also serving large urban and/or metropolitian areas.

more males than females, with an average of only 103 females. Overall, the population represented approximately 2% of the total school district student population. The fact that 2% were identified as handicapped and were provided vocational preparation and placement suggested that the schools and communities involved with these nominated programs offered broad opportunities for the handicapped at every age level.

TABLE 3.1: TYPE OF SCHOOL DISTRICT

TYPE	NUMBER
Local	45
City	29
County	33
Intermediate (joining of districts for certain services)	6
Other (e.g., regional or statewide)	19

Characteristics of the Students Served

The exemplary programs existed in large as well as small school districts. The districts reporting their total student population ranged in size from a low of 1,085 to a high of 162,052 students. Half of the 52 programs reporting total student population have over 20,000 students in their districts, and 5 had approximately 100,000 or more pupils, with a mean being approximately 30,000.

The exemplary programs themselves had total enrollments that ranged from a low of 4 students, to a high of 5,167. There were generally larger programs in the larger districts. For the smaller ones, it appeared that the program was a somewhat separate unit from the rest of the special education efforts of the school districts.

By far, the most common type of handicapped student served in the exemplary programs was the mild to moderately retarded student. Of the 95 programs, all but 16 indicated they served the mild-moderate handicapped; of these 16,6 stated they did not serve the group and 10 made no comment in this regard. A total of 16 programs had 90% or more of their students as mild or moderately retarded, with the average program having 55% mild-moderate MR students. On the other hand, 30, 04 almost one-

TABLE 3.2: TYPE OF COMMUNITY

TYPE	NUMBER OF PROGRAMS
Metropolitan	41
Urban	59
Small Town	50
Rural	42

third, of the programs indicated that they could not serve severely and profoundly retarded individuals, with severe/profound MR students constituting only an average of 8% of the programs' population. The inability to serve the severe profound group resulted not only in a lack of services to the MR student but resulted in more limited services to students with other disabilities as well. Thus, 26 programs could not serve severely/profoundly hearing impaired while only 11 indicated that they could serve mildly or moderately hearing impaired students. This pattern repeated itself with visually impaired, emotionally disturbed,

TABLE 3.3: PERCENTAGE OF STUDENTS WITH SPECIFIC HANDICAPPING CONDITIONS

TYPE OF HANDICAP	MILD-MODERATE		SEVERE-PROFOUND	
	MAXIMUM%	AVERAGE %	MAXIMUM%	AVERAGE %
Mentally Retarded	100	55	93	8
Hearing Impaired	100	5	100	12
Speech Impaired	100	6	75	12
Visually Impaired	100	5	100	2
Emotionally Disturbed	100	8	46	1
Orthopedically Impaired	100	4	75	3
Other Health Impaired	36	2	38	1
Specific Learning Disabled	55	13	50	1
Multiply Handicapped	72	8	99	3

orthopedically impaired, learning disabled, and other handicapped students. In general, these programs were geared towards the less handicapped population (Tables 3.3 and 3.4).

The vast majority of the programs served students beginning as young as 14 to 16, and as old as 20 to 21. However, 11 programs began at age 6 or younger, ranging down to 2 years; 16 programs served ages 25 and older. A surprising number of programs served older people, with 8 programs serving people over age 40, and ranging up to 74. In general, however, the programs concentrated on the high school group, with an average of 13-23.

Service Characteristics

Approximately one-third of the programs operated for a full year, generally with some variation between the summer session and the regular school year (33 programs). Another 59 programs (almost two-thirds) operated on a school year basis, with almost half of these offering a separate summer school (29). One program operated only during the summer, and two programs operated on a less regular basis. It appears then, that the vast majority of the programs provided at least some portion of their students with the opportunity to continue during summer months. This may be one of the important characteristics displayed by the programs considered to be exemplary: they recognize the need for some type of year-round scheduling.

The programs were asked to indicate (in simple yes/no fashion) whether they provided certain services to their students. These services were grouped into 11 major categories, with a total of 34 options, including the provision of specific services such as "supervised work placements" either on or off the campus of the program. Table 3.5 shows the precise

TABLE 3.4: NUMBER OF PROGRAMS THAT CANNOT SERVE EACH TYPE OF HANDICAPPED STUDENT

TYPE OF HANDICAP	MILD-MODERATE	SEVERE-PROFOUND
Mentally Retarded	6	30
Hearing Impaired	11	26
Speech Impaired	13	23
Visually Impaired	16	32
Emotionally Disturbed	14	29
Orthopedically Impaired	13	32
Other Health Impaired	14	26
Specific Learning Disabled	22	30
Multiply Handicapped	11	23

TABLE 3.5: NUMBER OF PROGRAMS OFFERING SPECIFIC SERVICES

HANDICAPPED TRAINED IN SCHOOLS	
Regular Voc. Ed.	61
Special Voc. Ed.	77
Public	63
Private	27
WORK PLACEMENT	
Campus	72
Off-Campus	83
SHELTERED WORKSHOPS	
On-Campus Training	32
On-Campus Placement	19
Off-Campus Training	49
Off-Campus Placement	51
CLASSROOM CURRICULUM	
Academic Training	82
Voc. Training	88
Pre-Voc. Training	82
Pre-Soc. Adjustment	85
VOCATIONAL EVALUATION SERVICES	
On-Campus: Part of Program	75
On-Campus: Separate Program	15
Off-Campus: Part of Program	43
Off-Campus: Separate Program	35
OTHER EVALUATION SERVICES	
Voc. Interest & Aptitude Testing	83
Psychological	84
Educational	85
Medical	72
COUNSELING SERVICES	
Voc. Guidance	87
Psychological	70
POST PROGRAM SERVICES	
Initial Job Placement	87
Later Job Placement	68
Continuing Ed. Training	50
Voc. Re-Evaluation	56
Dropout Service	43
JOB DEVELOPMENT ACTIVITIES	
Employers	85
Unions	26
Others	32
OTHER SERVICES	
Transportation	78
Other	42

number of programs indicating they provided each of the services.

As can be seen, the most common individual services were vocational classes, vocational guidance, initial job placement, personal-social adjustment classes, education evaluation and job development with employers. At the other end of the spectrum, the least common services were on-campus sheltered workshop job placements, and on-campus vocational evaluation separate from the basic program.

Considering that many were essentially mutually exclusive (e.g., on- vs. off-campus programs), one characteristic that emerged about the exemplary programs was the degree of comprehensiveness in services offered.

Student Placements

A major purpose of the occupational education programs included in the survey was to place students directly into jobs. Programs indicated that from 4 to 100% of their students were successfully employed after completion of the program, with an average of 65% successfully placed (from among the 50 programs providing this information). Actual job placements represented a wide range of occupations, most of them involving unskilled or semi-skilled positions. The single most common placement was in the food service industry, with over half the programs indicating that they placed students in these jobs upon graduation. Other jobs in which 20 or more programs placed their students were in these areas: skilled labor, general labor, industrial, health care, custodial, and domestic. Most of the programs placed students in a variety of jobs, indicating that their programs were somewhat diverse in the types of training offered students. (See Table 3.6 for more detail.)

Budget Information

Most of the programs responding indicated that they received financial support from more than one source, including some combination of federal, state, and local monies. Not all the respondents provided fiscal information, but for the 51 programs that did provide such information, the total operating budgets varied from approximately $10,000 to approximately $4.3 million, with an average of $377,435. The average per capita annual expenditure was $1,202. Because the figures were so erratic, it is difficult to determine what proportion came from each source, particularly since much of the federal monies were disbursed to the programs through state agencies. However, for programs reporting, the federal share averaged $132,352; the state share was $236,116; and the local share was $127,767. Major federal programs supporting the programs included vocational rehabilitation, Title I of the Elementary and Secondary Education Act, Title XIX (of Social Security), Title XX (of Social Security), Vocational Education, CETA, and federal special education funds.

Program Evaluation

Of the 95 programs, a total of 64 reported having some type of evaluation. These evaluations included many informal as well as formal approaches. Frequency of evaluation varied, with 13 programs indicating they were evaluated on an on-going basis. The most common evaluation was an annual evaluation performed by local program or school system personnel. Seventeen indicated they were evaluated less often. Only six programs reported being evaluated by a federal agency. The two most common state agency evaluations were performed by the state vocational rehabilitation agency or by the state department of education. A number of programs reported receiving multiple evaluations.

Of the 64 programs reporting, 45 indicated that they had some type of follow-up of the long term effectiveness of the program. The follow-up studies to determine current status of graduates varied from formal questionnaires to informal communication with graduates.

TABLE 3.6: NUMBER OF PROGRAMS PLACING STUDENTS IN VARIOUS JOB CATEGORIES

Grounds Keeping	14	Manufacturing	6
Skilled Labor	28	Horticulture	9
Labor	23	Clerking	14
Military	4	Sheltered Workshop	11
Farm Worker	4	Maintenance	13
Homemaking	4	Delivery	2
Industry	23	Technician	8
Health	23	Data Processing	4
Food Service	50	Office Personnel	14
Sales	18	Driver (truck, bus, etc.)	4
Custodial	20	Arts	3
Child Care	12	Professional	7
Construction	12	Technical College	7
Domestic	20	Other	17

Program Support and Cooperation

The responding programs were cooperating most often with vocational rehabilitation, 73 of the programs indicating that they had some type of working relationship. The other three agencies (special education, local education agency, and vocational education) were all mentioned approximately equally (59, 59, and 55, respectively) as sources of support and cooperation. There were, in addition, many other sources of support and cooperation mentioned by the responding programs. Most frequently mentioned were mental health agencies (12), employment services (15), university therapy centers (7), and the Social Security Administration (6).

The respondents also indicated the types of support received from each of the cooperating agencies (Table 3.7). For vocational rehabilitation, the most common types of support were provision of psychological/medical services; counseling services; and job research, training and placement services, each provided to at least 30 programs. Overall, 14 major types of support were provided by state VR agencies. For special education, funding, consultation, and planning were the most common supportive services, each provided to at least 20 programs. Local education agencies most frequently provided the programs with administrative support (25 programs), while for vocational education the most common types of support were job research, placement and training services, and funding. As can be seen, the exemplary programs received a variety of support from a number of public as well as private agencies. Cooperation was one of the criteria that program nominators were supposed to consider, so this is not a surprising finding.

Summary

In sum, the programs that responded to the Program Description Form appear to be typified by their varied nature in terms of the communities served, the types of services offered, and the sources of support received. Most operate for a school year plus at least some summer activity, many operating for a full year. Most are oriented toward serving the more mildly handicapped students, with a heavy emphasis in most programs on serving mildly and moderately retarded individuals. The programs appear to offer services both within "special" and "regular" (or "mainstream") contexts. A surprising number serve people who are considerably older than high school age, but relatively few attempt to begin career preparation services before high school. Information on the funding of the programs is incomplete, but it

TABLE 3.7: TYPE OF SUPPORT PROVIDED BY COOPERATING AGENCIES

	VR	SPEC. ED.	LOCAL ED.AGENCY	VOC. ED.
Planning	15	20	16	17
Counseling	33	18	18	12
Consultation	22	22	19	15
Psych/Med. Services	34	18	5	4
Job Research/Placement/Training	32	19	12	31
Informal	5	4	3	2
Admin. Assistance	9	16	25	19
Staff Training	5	6	4	5
Review/Evaluations	18	18	7	9
Referrals	9	11	7	1
Funding (in part)	18	23	15	24
Staff (instructors, etc.)	7	10	19	12
Student Financial Aid	7		2	1
Materials/Equip./Facilities	5	18	12	13
TOTAL PROGRAMS RECEIVING SUPPORT	73	59	59	55

appears that programs receive a combination of federal, state, local, and private funds with state agencies (perhaps in some instances using federal funds) providing the bulk of the direc program support. The three major program focuses of vocational rehabilitation, special education, and vocational education appear to be involved actively in the programs by providing them with a variety of types of support and cooperation. Vocational rehabilitation is the single most important cooperating agency in terms of cooperation and specific services, but special education and vocational education are extremely important sources of funding as well as services, and the local education agencies provide programs with vital administrative support.

The major weaknesses that emerge from the profile is service for the more handicapped student, regardless of the specific nature of the disability.

BAKERSFIELD, CALIFORNIA

Overview

The Career Training Center (recently renamed the Ruggenberg Career Center), which is at the heart of the vocationally oriented program at Kern, grew out of the realization that the local school district was not adequately preparing its handicapped for employment. In the late sixties, surveys of recent graduates from the special education programs indicated that only 20% had successfully obtained full-time employment. The objectives in the various career education and work-study programs were appropriate; however, these objectives were not achieved due to a number of basic problems. First of all, the high schools were not located close to employment opportunities in business and industry. This problem was made worse by a lack of transportation between the schools and work-study placements. Another problem was the lack of vocationally trained and career-oriented staff members in each school. The outlying schools in the district were unable to develop comprehensive programs because of their small size and lack of resources. Finally, the training provided in the high schools was neither practical nor relevant to specific job opportunities in the community.

The Career Training Center (CTC) is as much a concept as a location. When the Center was developed, a deliberate philosophy was followed: Students enrolled in their own home high school and maintained an idenity with their own high schools at present, special education teachers from the home high school come with the students and provide the educational program in the CTC. This helps to achieve good communication and transition between the high school programs and the CTC. The CTC curriculum was developed after an extensive community survey which identified likely job opportunities and work stations which could be used for training. The CTC provides replicas of job sites which exist in the community. This duplication makes the training more authentic, enhancing the student's ability to perform better in work-study placements and job placements.

The Kern High School District (KHSD) covers more than half the geographical area of Kern County and includes within its boundaries three-fourths of the county's population. Kern County is located at the southern end of the San Joaquin Valley in southern California. The District encompasses approximately 5,000 square miles in Kern, Inyo, and San Bernardino counties. With a terrain of mountains, deserts, and broad Central Valley, the District varies from the 250,000 urban population of Bakersfield to rural farm and mountain communities in the surrounding vicinity.

The Kern High School District is a medium-wealth district with oil and agriculture as chief industries. Tax rates have continually remained below the average of comparable districts. There are 33 elementary school districst within the Kern High School District. These elementary districts are organizationally and administratively separate from KHSD.

Providing education for some 18,000 students in grades 9-12, Kern operates a total of 14 day schools and four adult school centers. There are 1,200 handicapped students receiving special education services in KHSD. Approximately 60 students, representing all handicaps, attend schools very remote from the CTC. There are four schools which are considered "outlying." One school, nestled in the mountains, is 55 miles from Bakersfield; considered out-of-reach, this school was not included in the planning for the CTC program. There are two schools about twenty miles northwest of Bakersfield and another one twenty miles southeast. The communities near these schools offer limited sources for work-study. It was felt they should be included in spite of the distance.

The special education division is administered by the Director of Special Education. Each high school has a division chairman of special education who is directly responsible to the principal or the principal's delegate. The division includes some 44 classroom teachers, 4 speech therapists, and 2 psychologists. In February of 1978, the KHSD special education program was serving 260 educable mentally retarded, 117 educationally handicapped (defined by the California Code as being two or more years behind in academic achievement, with the problem due to a specific learning disability, behavior disorder, or emotional disturbance), and 234 learning disabled. Some 155 students were receiving remedial physical education and 126 speech therapy. There were 253 physically handicapped students mainstreamed in 1978. Nine visually handicapped, 16 orthopedically handicapped, 19 hearing impaired, and 33 emotionally disturbed students were receiving special class services at that time.

Vocationally Oriented Programming

Career Training Center

In 1970, a definite step was taken towards the establishment of a career training center. A child care center was established on the campus of a member school. This center became a pilot program for the present child care program at the CTC. A bookbinding program, begun the following year at another school, evolved into the present bookbinding program at the CTC. Both of these programs, which served students from other schools, gave students the opportunity to (1) gain transportation from various schools to a center, (2) mix with students from various schools, (3) relate to teachers from other schools, and (4) experiment with hands-on methods of instruction.

Initial planning of the CTC started when the Director of Special Education proposed the program to the special education chairmen. Following their acceptance of the idea, a district planning committee began work on program components and administrative logistics. There were ten major problems identified:

1. Facility requirements
2. Transportation of students
3. Staff requirements
4. Student eligibility
5. Instructional process
6. Selection of training areas
7. Coordination with the schools
8. Paraprofessional support
9. Equipment
10. Instructional materials

The special education staff was divided into ad hoc committees to work in depth on these topics. As the staff received stipends for serving on these committees, participation was virtually one-hundred percent. For the program to become a reality, outside money was needed to cover start-up costs for equipment, material development, and preservice training of staff. Grant proposals were written and funding for three major projects was obtained over a two-year period. The State Department of Rehabilitation contributed $58,000 through an expansion grant which provided most of the necessary equipment. The State Vocational Education Department provided money for preservice training of staff and preparation of instructional materials. The State Department of Education, through Title VI-B funds, provided $170,000 for general program start-up and development.

The acquisition of land and construction of the facility turned out to be the most difficult barriers to the establishment of the CTC. Several attempts to purchase property were frustrated; when owners learned that a public agency was interested in the property, the price doubled or tripled. A private citizen finally donated property; however, proper zoning was delayed almost a year due to red tape and politics. The school district advanced funds for construction and the special education division repaid these funds through unexpended balances at the end of each school year.

The facility constructed to house the CTC contains approximately 8,000 square feet. The design takes advantage of the moderate climate; the building is U-shaped with an open corridor down the center which is attractively decorated with plantings. Figure 4.1 presents a floor plan of the new facility. The Center serves approximately 210 students daily (with a variety of handicapping conditions) from various high schools. There is an emphasis upon educable mentally retarded in the mornings and all handicapped in the afternoons.

The CTC offers a variety of job skills related to twelve occupational clusters designed to industry specifications and selected through a comprehensive needs assessment within the community:

1. Home Maintenance
2. Commercial Laundry
3. Motel Laundry
4. Housekeeping
5. Child Care
6. Nurse's Aide

7. Grill Man
8. Bookbinding
9. Busboy
10. Custodial
11. Office Machine
12. Automotive Detail

The initial planning for the CTC was followed by extensive preservice training of all special education staff. For five weeks during the summer of 1972, faculty and staff participated in a half day workshop designed to develop instructional materials and plan program operation. The areas receiving attention were program evaluation, student progress evaluation, record keeping, long-range planning, instructional methods, cataloging materials, instructional materials, and teacher's handbook.

The CTC staff was selected from among the special education staff. Each school administration selected a teacher to represent its staff at the CTC. These selected teachers were brought together for a special summer pretraining program. Each teacher was assigned to a particular skill area; in the mornings each teacher gained experience with that job skill, and then spent the afternoons developing lesson plans, materials, and methods for use the following year. For example, the person planning to teach the nurse's aide course was assigned to work as an aide in a local hospital. During a two-month period, this teacher was rotated among the different units of the hospital in order to gain experience with all of the common tasks performed by a nurse's aide. During the afternoons, the teacher would return to the CTC and do a task analysis of each of the tasks and begin preparation of a curriculum for that skill area.

California has passed the Ryan Bill which enables special education teachers to be certified, relatively easily, as vocational education teachers. With years of job experience, teachers qualify for a tempory certificate; they can be permanently certified by two one-year courses taken at night. The Director of Special Education believes that having home school teachers accompany students to CTC is a vital part of the program, enabling them to communicate with other teachers in the high school about the CTC training and provide related academic instruction. Also, the students feel more secure having one of their teachers accompany them to the center.

Until two years ago, the morning and afternoon students had similar programs at the CTC. However, the staff changed its orientation toward more of a "businessman's way of thinking," meaning greater emphasis on job survival skills. Formerly, sophomore students came to CTC. Now, however, only junior and senior students are served because sophomores were frequently found to be too immature to adjust to the openness and freedom at CTC. Assessments and prescriptions are written when the student is first enrolled in the home high school as a freshman to begin preparation for eventual employment. School activities, for the most part, are designed to relate to employment and are included as part of prevocational training. In addition to some of the basic academic areas prescribed (based on need and prognosis), thirteen specific areas are taught at the home high school in preparation for the CTC. Some are taught exclusively for the first two years while others continue for the full four years. These areas include Goods and Services, Finishing School, Honesty and Dependability, Personal Appearance, Kinds of Jobs, Choosing a Career, Looking for a Job, Social Security Card, Retirement, Union, Work Permits, and Keeping Your Job.

In addition to prevocational classroom training, each student who will eventually attend the CTC must be enrolled in on-campus work-study experience. A variety of work experience jobs give limited training but. more importantly, the jobs ascertain how the student might perform in the future so that the center can begin immediate remediation of any physical or character defects. On-campus jobs have been divided into three levels and students should successfully work at all three levels. For example, a nursery school aid Level I task would involve helping with story time or music time. Level II would involve helping "free flow" time in the playhouse, and Level III would involve helping with "free flow" time in the crafts area of the classroom.

Handicapped students automatically qualify for CTC when they become juniors. The home-school teacher provides background information and makes a recommendation about the appropriateness for enrollment at CTC. The home school prepares an IEP (Individualized Education Program) for each student sent to the CTC. The center augments this with short-term objectives that relate to vocational preparation and social skills.

The morning program serves approximately 30 EMR students who attend the CTC 3-4 hours each day. Each program is individualized as much as possible. A job-survival skills class is available for students with social skill deficits who have gotten in trouble prior to or after arriving at the CTC. The class uses the Singer Job Survival Kit which includes small-group role playing and discussion to gain insight into interpersonal skills. This course is not usually needed for the afternoon group. The bookbinding course is also used for immature students or for students with behavior problems who are not able to meet the demands of other occupational courses. This shop provides bookbinding for the school district but does not usually lead students to job placements.

One of the strengths of the CTC program is the procedure for assessment of progress. Each of the training areas has developed a hierarchy of behaviorally defined skills. Students are given the opportunity to demonstrate their level of competence before training begins. Progress is marked by movement from one skill to the next until all are mastered. Thus, in the skill area, there is a way of marking progress both in level and amount of time taken to master the skill. Students usually get their first or second choice of training areas.

As mentioned before, comprehensive teaching guides have been developed for each skill area. These guides include detailed lesson plans which outline the instructional process for each unit. The plans are preceded by a pretest which may be partially written and partially task performance. A similar post-test is given following the instructional activity. For example, the food services training area includes the following content:

Activity I - Food Service Orientation
  Personal Hygiene
  Communicable Diseases Information
  Uniform Information
  Sanitation Information

Activity II - Introduction to Food Service Equipment
  Stove
  Grill
  Burners
  Broilers
  Filters
  Tables (Metal, Wood, Steam Table)
  Refrigerator

- Freezer
- Etc.

Activity III - Introduction to Kitchen Utensils
- Knives
- Spatulas
- Sheet Pans
- Steam Table Insert Pans
- Meat Pans
- Frying Pans
- Potato Smashers
- Egg Slicers
- Etc.

Activity IV - Floor (Sanitation)
- Sweep
- Mop

Activity V - Refrigeration and Freezer (Sanitation)
- Remove Items
- Wash Inside
- Dry
- Arrange Inside
- Wipe Outside
- Check Temperature

Activity XIV - Food Storage
- Refrigeration of Perishable Food with a Walk-in Cooler
- Refrigeration within a Reach-in Cooler
- Refrigeration within a Freezer
- Refrigeration Temperatures
- Canned Goods
- Sundries

Activity XV - Menu Information
- Items on Menu
- Cost of Food Items
- Quantity Control/Quality Control
- Specials
- Order Tickets
- Menu Order Preparation

Activity XIX - Food Preparation
- Cut Tomatoes
- Cut Onions
- Prepare Lettuce
- Prepare Cabbage
- Etc.

Activity XIX - Order Preparation
- Prepare Hamburger
- Prepare Vegi Burger
- Prepare Bacon Burger
- Prepare Burrito
- Prepare Chicken Dinner
- Prepare Hot Dog
- Prepare French Fries
- Prepare Grilled Cheese
- Prepare Grilled Ham and Cheese
- Prepare Cole Slaw
- Etc.

The following several paragraphs present information about the general nature of several other vocational training programs. The custodial skills training program, for example, focuses on basic custodial skills involved in daily cleaning and in special cleaning tasks. Some of the basic training is received at off-campus sites due to lack of appropriate surfaces to clean at the CTC.

In order to train students for motel service, a room has been designed as a replica of a typical motel room. However, the instructor has found that using real motel rooms is more effective. For example, the classroom model had only one bed; when students were taken to a motel, where most of the rooms had two beds, they felt they had been misled. CTC has had little difficulty in getting a motel to set aside several rooms for student training. Prior to being placed in on-the-job training under the supervision of a motel housekeeping supervisor, students must be able to clean 14 rooms during an eight-hour shift.

The nurse's aide training is both academic and practical. Students are accompanied to on-the-job observation by a licensed vocational nurse. This observational period is longer than the time allowed on the other skill areas. (Most of the training is done with nursing home and hopsital patients.) The students remain about one year in this program, which has a relatively higher failure rate than most of the other vocational areas. Graduates from housekeeping, food service, custodial, as well as nurse's aide training, have obtained jobs in nursing homes.

Another area, the auto shop,teaches basic auto maintenance and cleaning rather than auto repair. Students clean and maintain CTC vehicles. The staff feels that EMR students do not have the verbal or math skills for complex jobs such as engine tune-ups; however students are able to obtain certification in service station maintenance, washing, and auto detailing. There is no formal on-the-job observation in this area although there is some job exploration utilizing field trips.

In commercial laundry training, students rotate through three different types of laundries during their training: motel, dry cleaning, and commercial. The teacher accompanies the student to the training sites. Gardening is considered a prevocational training experience because job placement is difficult and the market is limited.

The woman who donated the land for the school continues to be a supporter of the CTC. She owns and operates a mobile home park close to the school and has made available a trailer where students learn independent living skills. All seniors spend some time living in this mobile home learning to cook and to clean and maintain the trailer. This is also the site of child care training. Under the supervision of a teacher, students take responsibility for providing day care for children of parents residing in the park.

The CTC houses replicas of work stations which actually exist in the community. After students complete concentrated training at the center, they are placed on work experience in the community. All students have several such experiences during their two years at the CTC. Each student must complete a minimum of 30 hours of unpaid work experience on each placement. The employer or supervisor in the work setting grades and certifies each student's work as satisfactory or unsatisfactory. In food service training, for example, when students successfully complete a major unit such as dishwashing at the center, they are then placed on a dishwashing job in the community. If they successfully complete 30 hours of work experience, they return to the center and begin the next unit.

The afternoon (P.M.) curriculum primarily serves educationally handicapped students. As mentioned earlier, these students are two or more years behind in academic achievement due to a specific learning disability, behavior disorder, or emotional disturbance. The total curriculum consists of five stages or levels. Level One is Home School Vocational Preparatory Instruction; Level Two is Initial Career Training Instruction; Level Three is Off-Campus Work Exposure; Level Four is Advanced Training Readiness; Level Five is Employment or Post High School Education. Though individualization is emphasized, each student is expected to complete all of the essential components of the program. When students fail to achieve satisfactorily at a given level, they are returned to the point of difficulty for further study. No student will advance to a higher level unless the CTC and home school teachers agree that satisfactory progress has been achieved.

The curriculum in the various segments of the "Basics" portion of the P.M. Program includes the following:

1. "About You" - a class for all students, emphasizes importance of job success and improvement of personal and private life; areas studied include proper appearance, attitude, behavior, manners, personality, values, communication, needs and wants, and preparation for personal job interviews
2. "Independent Living" - prepares student for living away from direct parental care or supervision; areas studied include money management, housekeeping, health and nutrition, safety and sanitation, menu planning, buying and cooking
3. "Auto Care" - though not a class in auto mechanics, students learn how to keep their own cars in good running order; some students attend this class at the same time others attend "Vocultural Readiness"
4. "Vocational Safety" - emphasizes safety procedures student should follow while at work
5. "Socio-Physical Class" - designed to help students with social and physical demands put upon modern-day young adults, class creates variety within the subject matter taught in the P.M. Program
6. "Vocultural Readiness" - emphasizes importance of attractive physical appearance and proper mental attitude needed by students to succeed more fully at work and in their personal and social lives; areas covered include hair, skin, body care, makeup, fashion, poise and manners, weight control and nutrition, facial and body exercise
7. "First Aid" - emphasizes proper procedures to follow when applying the principles of first aid in various medical emergencies
8. "Looking Good" - emphasizes importance of proper physical appearance as a basic requirement for success while on the job as well as in personal and social relationships

At the CTC for a shorter time span than the A.M. students, the P.M. students arrive at 12:45 p.m. and leave at 2:30. Students take two 45-minute classes for 20 school days, then take two new courses for 20 days. They are able to take a total of six courses each semester. All students are expected to enroll in one or more skill area courses and successfully complete a minimum of nine weeks. In addition to courses similar to those offered in the A.M. group, a course in "Office Skills" is available. Students then complete the Advanced Career Training portion of the P.M. Program. This training emphasizes social and personal skills necessary to secure and maintain employment. Students are then assigned to an off-campus public or private business establishment for job observation and training. There they work alongside regular employees, and are bound by the same rules as regular employees. Students perform assigned tasks for eight hours a week, two hours a day Monday through Thursday. On Friday, they remain at the CTC for extended personal and social skills instruction within the Advanced Career Training.

When students satisfactorily complete Level III in the Advanced Career Training, they may be recommended for Level IV, Advanced Training Readiness. At this level, students are placed in a Community Personalized Training Area, a community-based public or private establishment where students receive vocational training in the field of their choice. Examples of Personalized Training Areas to which students have been assigned are computer operations, police work, horse training, motorcycle repair and maintenance, restaurant operations (waitress or hostess), fashion coordinating, office work and accounting. Level V is the highest level of achievement and represents full or part-time employment. CTC staff assistance will also be provided for students intending to pursue post-high school education.

The CTC operates an evening educational program for approximately 50 handicapped adults. These students provide their own transportation or are transported by the sponsoring agency. CTC staff provides the instruction. As the system is currently operated. CETA provides support for teacher salaries and training funds for some of the students. Vocational Rehabilitation refers most of the students to the evening program and provides training stipends. Some of the students have graduated from special education but are not yet ready for employment.

A CTC career counselor assigned to a school serves as the bridge between the school and work placement sites. The counselor observes students periodically, counsels them regarding changes in behavior and performance, and provides support and encouragement to students with a poor self-comcept who are having difficulty in job adjustment. Also, the counselor maintains contact with employers, orienting them to his role and gathering information about student performance. A hot line is available to employees; this allows them to call during any emergency or crisis for immediate information and staff assistance. The career counselor has discovered that a job training experience close to the student's home helps to solve the transportation problem. Also, employers are more likely to hire someone who lives in the local neighborhood.

Instead of contracting for transportation services, the district hires teacher-aides as drivers. Giving aides a full eight-hour working day (with higher salary) makes the job more attractive. The district has a range of vehicles from cars and vans to buses (some with a lift for wheelchairs). The district also has a mechanic who keeps the fleet operational. Also, having a licensed driver with each program makes the conducting of field trips much easier. The classes have full access to transportation on evenings and weekends. The district has found this system to be very functional and cost effective.

Other Components of Vocationally Oriented Program

As pointed out earlier, the milder emotionally disturbed who have significant academic retardation are served in the afternoon program of the Career Training Center. There are two other alternative programs for the more severely emotionally disturbed youngster. For the emotionally dusturbed KHSD operates the Phoenix Hearing Center, located at a primary care mental health facility which provides inpatient and outpatient services. The district special education staff can coordinate the educational programs (IEP) for a particular client witn the staff of the Phoenix Center.

A program of recent origin is the Survival Center (sometimes referred to as the Constellation School). This three-teacher Center is an alternative program for the primarily emotionally disturbed youngster. Almost a last resort concept for dealing with severe behavior disorders, the Center offers self-contained placement where the student stays no longer than one semester and can then be re-evaluated for assignment to the CTC or elsewhere. The staff of the Center tries to help the home school staff adapt strategies for working with a student's specific problem before considering the Constellation School as an option.

The severely handicapped (TMR) in high school attend the Harry Blair Learning Center. The Kern District pays tuition to the County Superintendent of Schools. The Henry Blair Learning Center curriculum focuses on independent living skills, but does offer some vocational training. The Association for Retarded Citizens operates a sheltered workshop which serves many of the graduates from the Learning Center and those who cannot profit from the CTC program.

For a number of years, the special education division has sponsored a ranch program. One of the staff members owns a ranch which he had made available for outdoor education and recreation. Though now being phased out, this program has played a successful role in the past as an assignment for students who have showed little motivation for work. The ten-acre ranch is complete with animals, lake, picnic area, camping, recreational hall, and bunkhouse. This arrangement provides positive reinforcements for those who need the experience in preparation for education and serious training.

Another interesting program at the Student Service Center is a three-school pilot demonstration consisting of non-educational agency involvement, i.e., welfare, probation, etc. The services are intended to focus more on social rather than educational concerns of the student. The program offers an important interagency involvement for handicapped students whose social needs get in the way of their educational progress.

Vocational Educational Program

Perhaps because the director of the Vocational Education Program has a background in special education, he understands the special needs of the handicapped students. In the past, vocational education funds were used for pre-service and in-service training of special education teachers to better equip them to provide vocational education to their students. Their 10% set-aside funds for the handicapped amount to approximately $16,000 per year. This money is allocated to the Career Training Center to expand vocational training opportunities.

The major program operated by the division of vocational education is the Regional Occupational Center of Kern (ROCK). A regular vocational education program for the district, this program, like the CTC, draws students from all of the high schools. The students split their time between their home school and assignment to this center.

During their sophomore or junior year, handicapped students take a one semester course which evaluates their potential for enrollment at ROCK. This one semester course also has prevocational training content to help students adjust to ROCK. If screening indicates that students will not be able to profit from the ROCK program, they are channeled into other programs such as the CTC or community-based alternatives. Students may enroll at CTC first; if they show good progress, they may be referred to ROCK. In general, the more milder handicapped students would be placed in ROCK.

The district vocational education program also enters into joint power agreements with several schools in order to establish jointly funded programs at the local high school. They operate some 30 satellite programs which are scattered throughout the district. Meat cutting, for example, is a popular course.

Vocational Rehabilitation Program

The State Department of Vocational Rehabilitation purchased some 80% of the equipment at the CTC through an expansion grant of $58,000. Generally, VR does not become actively involved with handicapped students enrolled at KHSD until their senior year. The rehabilitation counselor relies on special testing completed by the home school teacher and evaluation of the CTC to determine the need for vocational rehabilitation services. As students are taught specific skills in their junior and senior year at CTC, in most cases there is little need for vocational rehabilitation training. The counselor does provide uniforms and supplies (such as stopwatches for the nurses' courses). The VR counselor has helped to solve transportation problems for students by purchasing bicycles and mo-peds for the clients to ride to work.

VR sponsors some clients in CTC evening classes; these clients have graduated from special education but are still in need of further services at CTC. Other VR clients, not those previously served at CTC, can also be served during CTC evening hours.

Another unusual feature of VR involvement is that CETA provides staff and case services money under the general supervision of the VR supervisor. The liaison/training coordinator funded by CETA coordinates evening classes and provides minimum wage payment to clients in training. Another VR resource is BARC, the program sponsored by the Bakersfield Association for Retarded Citizens. BARC has a vocational evaluation, a sheltered workshop, and a training program basically set up for those individuals in the lower IQ level (IQ 69 and below) and/or lower level of social adjustment. Seven or eight of the VR-sponsored clients at BARC were dropouts of the CTC program. Students ages 18-21 who sufficiently mature while at BARC can be returned to CTC.

Program Planning and Coordination

Perhaps the most unusual aspect of the district program is the vision and philosophy of education which is reflected in the management and decision-making process. In terms of priorities, the needs of students come first, the teaching staff second, and the administration last. The administration is therefore not topheavy in personnel and plays a supportive function to the program. There are only two special education administrators for the district: the Director and the Supervisor. This design keeps the money flowing to the programs and necessitates a more corporate system of shared responsibility among the staff.

There is a Division Chairperson Council consisting of a representative from each of the high schools and the staff chairperson from CTC. The two administrators sit on the Council as consultants. The Council sets the operational policy for special education for all students and programs in the district. It sets its own agenda and meets at least monthly. The District Director of Special Education usually gives an update report and can put items on the agenda. Nothing becomes policy unless signed by the Director who has power to veto any council decision, though his option is rarely used. Elected by the Council, a three-person administrative subcommittee can give input to the Director on short notice.

The Council's dynamic operates in a similar fashion at the school level. Each school has a Division of Special Education made up of the teachers who make decisions. District has made a concerted effort to close the gap, often present, between administration and teachers. The decentralized management model has helped to create a more unified and shared system in shaping programs and options for youngsters.

There seems to be an open and positive relationship with both regular and vocational education. Perhaps because the Director of Vocational Education has a background in special education, he has delegated a considerable measure of responsibility to the Director of Special Education for developing the plan on how best to use the 10% set-aside vocational education funds. The Director of Special Education devotes a good deal of time to becoming acquainted with state and federal guidelines related to vocational education and general special education for the handicapped and, for that reason, participates in most decisions that relate to programming for the handicapped.

Although the degree of participation by the State Department of Vocational Rehabilitation with students below the senior year is limited, VR regards the CTC and related programs in a very positive light and attempts to be responsive when special needs arise. Again, there seems to be an attitude of giving the major decision-making power to the Division of Special Education with the trust that VR will be called upon if special needs or problems arise.

Special Issues

Prior to 1970, the Kern High School District had a fairly typical approach to providing social and vocational skills to the handicapped. Didactic in nature, the education did not relate to available job opportunities in the community. Work-study placements were used on a haphazard basis with little emphasis on obtaining business and industry participation or on providing support to the students in work-study placements. The success rate in maintaining graduates in employment was only about 20%. After much study and participative planning, it was decided that a career training center was needed to bring together available resources in order to design a comprehensive vocational and social preparation program. Now, the District is pleased with the progress made so far, with successful competitive employment achieved by 55% to 65% of CTC students. Several characteristics of the program are deemed responsible for the success rate:

1. Students are enrolled at their attendance area schools and retain their identity with those schools. The Career Training Center is an extension of the regular school program and offers services to qualified students as part of their program day;
2. staff members from the resident schools accompany their students to the CTC. These teachers provide the instruction as part of their total assignment. This feature provides communication between the resident school and the CTC and encourages a more realistic curriculum at the

schools in preparing students for the CTC program;

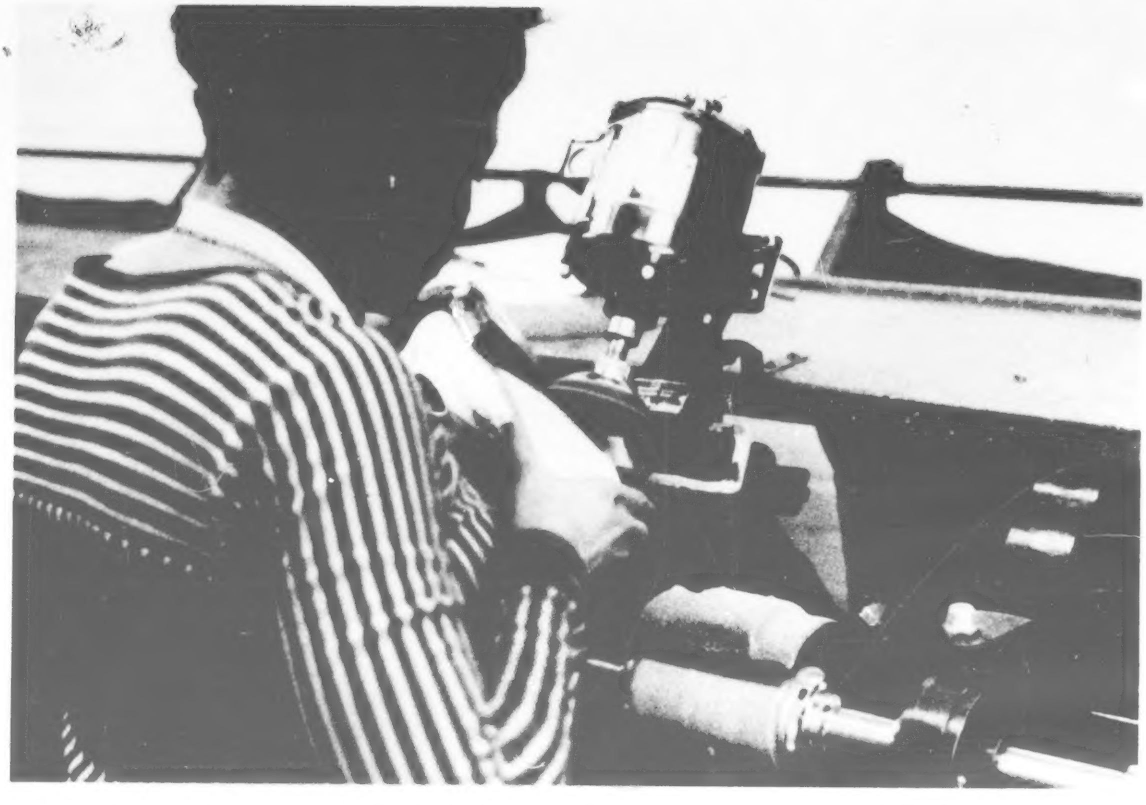
3. the CTC provides replicas of job sites as they exist in the community. This duplication makes the training more authentic, enhancing the students' ability to perform better on work experience;
4. training areas were selected on the basis of an extensive community survey. One hundred and ninety businesses, representing various job classifications, were contacted. These contacts created over 300 work stations available to the program;
5. the instructional process is based on satisfying behavioral objectives. The objectives reflect the specific tasks required on the job. After each major area is completed at the CTC, the student is placed on a job, in the community, which offers an opportunity to demonstrate competence in that area. After 30 hours of unpaid work experience , the student is certified as competent by the community person responsible for supervision. The emphasis is on hands-on experience in a real community job.

In the opinion of the Director of Special Education, any school system with two or more teachers could begin a program utilizing these concepts with few additional resources. He suggests that school personnel solicit local assistance in locating on-the-job training opportunities within the community, and perhaps secure a donated van and funds for gasoline from a local club or organization (the van supplies student transportation). One teacher could take some of the students into the community for on-the-job observation while the other teaches related math, reading, and vocabulary. The classroom setting could be used to teach some of the more difficult skills prior to work placement. As the program grows and develops, space could be developed on the school campus for replicas of jobs in the community.

The KHSD Special Education Department emphasizes a decentralized management model which emphasizes participative planning and management. Once decisions are made by the staff and administration, much of the decision making for day-to-day problems rests with the individual teachers. Committees are used to develop curricula and procedures, and to obtain resources.

It is clear that KHSD has made a major commitment to vocational preparation of the handicapped. Although the involvement with the State Department of Vocational Rehabilitation below the 12th grade level is not significant, the relationship between the two agencies is a positive one and they seem to call upon each other when a special need is identified. There is also active interaction with other state and local agencies in order to obtain needed resources and services whenever a gap or problem is identified.

For forms used at KHSD and at other exemplary programs, refer to Appendix C.



Chapter 5

CLEVELAND, OHIO

Overview

General Orientation of Program and Its Special Features

The Work-Study/Special Needs program of the Cleveland Public Schools is a joint effort of special and vocational education; the program provides vocational training and supportive services to over 1000 school-age handicapped youth in a major urban area. The Cleveland Public Schools' Work-Study/Special Needs program is worth examining for several reasons. The sheer size and the number served set it apart from many other programs with similar aims. The degree of cooperation between special and vocational education components is also unusual. In contrast to the limited extent of financial and other involvement by vocational education in many other vocational programs for the handicapped in public school systems, vocational education in the Cleveland district makes an extremely important contribution.

Also in contrast to the arrangement in many other public school districts, Cleveland's programs place heavy emphasis on "orientation to the world of work" in ninth-grade home schools; this orientation is considered to be the integral first step in the Work-Study/Special Needs offerings. Therefore, occupational preparation in the home high schools may be more systematized than in other school districts, and the relationship between home- and special-school aspects of the program may be closer.

Finally, the Work-Study/Special Needs program in Cleveland is very much a local product, developed, operated, and funded almost exclusively by special and vocational education personnel and money. Unlike some of the other occupational preparation programs reviewed in this study, vocational rehabilitation personnel and funds play a relatively minor role.

Setting

Cleveland, Ohio, is a city of approximately 700,000 population located on the shores of Lake Erie. It is a major industrial city in a major industrial and farm state. The population has a variety of ethnic heritages and a large minority component.

The Cleveland City Public School District has a student population of more than 89,000 students enrolled in special facilities, in 13 comprehensive high schools and 24 junior high and 100 elementary schools. Approximately 10,000 students in grades 1-12 are considered handicapped; about 1000 of these (as noted earlier) participate in various aspects of the Work-Study/Special Needs program.

Handicap categories into which the approximately 1000 students fall include educable mentally retarded, deaf or hearing impaired, visually impaired, orthopedically or other health impaired, emotionally disturbed, learning disabled, and speech impaired. The Work-Study/Special Needs vocational programs are generally restricted to handicapped students ages 16-22 who cannot succeed in regular vocational education. However, a variety of other special education and vocational education programs in the Cleveland City Public School District serve younger handicapped students, those with certain types of handicaps, and those who are able to function in regular classes.

The usual array of special education courses is available at each of the public high schools, junior high schools, and elementary schools in the district. There are a total of 10,000 special education students, including 3,000 who receive speech services only. All handicapped students are to be identified by the Division of Special Education, which then refers them to appropriate programs. The work-study aspect of special education prepares all special education high school students for employment prior to or upon graduation. Informally, at least, all special education students are considered to be work-study students unless their parents request more college preparation courses in the Individualized Education Program (IEP). (If vocational training in addition to work experiences is to be part of this preparation, the referral is made to Work-Study/Special Needs, a combined effort of the Divisions of Special and Technical-Vocational Education.) In general, while the special education program formerly emphasized segregated, self-contained classes and other experiences, the current trend in Cleveland, as elsewhere in the nation, is toward mainstreaming of special students.

Students in certain handicappped categories have additional special educational opportunities available in the elementary, junior high, and high school years. Students at or below the trainable mentally retarded level are formally the responsibility of the Cuyahoga County Board of Mental Retardation, a unit of the state board. Many of these students are referred to the Cleveland Public School System by the county board for education and training, although most are handled in a separate system. The educable mentally retarded are eligible for small special classes, with integration into regular classes for some academic and prevocational courses. Mainstreaming of these students is more prevalent in the high school years. They can also participate in regular extracurricular activities.

Low incidence and multihandicapped students (hearing impaired, orthopedically handicapped, and visually impaired) are served in part by the Educational Assessment-Placement Clinic located at one of the Cleveland public junior high schools. The clinic provides assessment and placement recommendations

The local United Cerebral Palsy Association provides a variety of vocationally oriented services for the cerebral palsied and certain other physically handicapped students. There is a categorical program at Lincoln West High School for the orthopedically handicapped.

Approximately 330 of the 1000 handicapped students in the Work-Study/Special Needs program are enrolled in regular vocational education courses. Strictly speaking, these students participate in the Division of Special Education's Work-Study, but not in the Division of Technical-Vocational Education'a Special Needs component. However, because of certain encompassing service offerings and funding and staffing arrangements, the Work-Study/Special Needs program is actually an umbrella program involving several subsidiaries. Thus, these 16-22 year-old students are legitimately considered to be participants in the umbrella Work-Study/Special Needs program. Another 200 of the 1000 are on Work-Study jobs in the school system or community. Eighty are enrolled in Work-Study Special Needs but spend most of their school time in the regular academic program. Seventy-five more receive services from local private educational and other social service agencies. Finally, 450 students are enrolled in special needs vocational education courses.

Vocationally Oriented Programming

The Cleveland public schools' Work-Study/Special Needs program serves all interested handicapped students in the district between the ages of 16 and 22. Entry is generally limited to those between the ages of 16 and 21, although some 14- and 15-year olds are accepted. Students may remain in the program until age 22 or may seek re-entry into any component until that age provided they have been previously enrolled in Work-Study/Special Needs.

Eligibility by reason of handicap is established by procedures consistent with the definition of "handicapped" in federal vocational education legislation (P.L. 94-482, The Education Amendments of 1976). There are a number of criteria for selection of handicapped students: individual psychological, medical, audiometric, opthamological, educational speech, and/or psychiatric evaluation to establish the presence of impaired functioning potentially sufficient to prevent the student from succeeding in regular vocational education classes and training programs. (As noted earlier, a substantial proportion of students enrolled in Work-Study/Special Needs are also enrolled in regular vocational education.) Several of the component programs of Work-Study/Special Needs impose additional criteria for eligibility; these are described later in the context of each component.

Orientation to the World of Work

Typically, a 16-year old tenth-grade handicapped student is considered for enrollment in an off-campus Work-Study/Special Needs component. Prior to the 10th grade, students have received a general introduction to the world of work in special education classes and have taken a formal ninth-grade course aptly titled Orientation to the World of Work.

Most special education classes for junior high and freshman high school students in the Cleveland public schools incorporate material intended to introduce handicapped students to basic concepts of gainful employment. In addition, a kind of personal-social adjustment class is taught in the high school special education curriculum. By the time they reach the ninth grade, special education students have some idea about the nature of work. Orientation to the World of Work (the first phase of the Work-Study/Special Needs program) is taught somewhat differently at each high school. Basically, it consists of exploration of career opportunities and individual work interests plus discussion of necessary employee work habits and attitudes and behavior expected by employers. A similar "World of Work" course is also offered to handicapped tenth graders at all high schools. Supported by special education funding, these courses are taught by special education teachers.

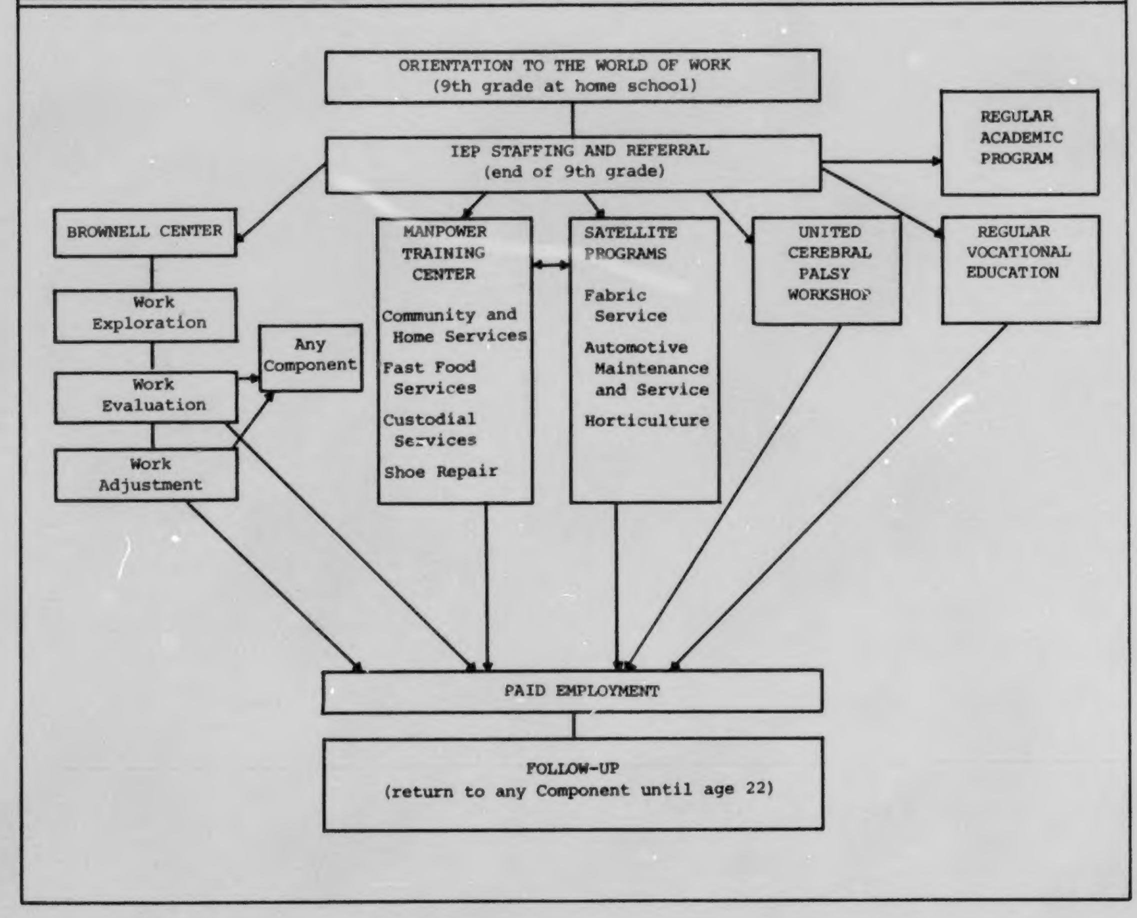
At West Technical High School, for example, the special education department has developed an extensive set of course offerings to acquaint handicapped junior high and freshman high school students with these and other prevocational topics. (These courses and associated activities are part of the district's Special Education Work-Study program, which contributes components to the umbrella Work-Study/Special Needs programs). The curriculum was developed by Cleveland Public Schools' special education teachers with the assistance of central office special education personnel; its development was funded by vocational education special needs monies. At West Tech, Orientation to the World of Work includes field trips to prospective job sites, exercises in interviewing for jobs, practice in filling out employment applications, "teletrainer" (using telecommunication equipment to simulate searching for job announcements in newspapers and other sources), informal work stations at the high school, and related academic work. West Tech continues similar offerings for tenth, eleventh, and twelfth graders with its Work Orientation I, II, and III. Sequencing of these Work-Study courses is very flexible and dependent on the interests and abilities of involved students, as are the Orientation to the World of Work offerings in general. Much of this curriculum at West Tech consists of individual teaching to meet a particular student's needs. Another interesting aspect of Orientation to the World of Work at West Tech is the degree of support received from parents of handicapped students. The parents periodically raise money for supplies and materials through such means as rummage sales.

When the special students reach the tenth grade, they may be considered for admission into one of the Work-Study/Special Needs components offered away from the home high school campuses. Students, their parents, special education and other teachers, school district psychologists, "teacher-coordinators," "work-study consultants," and other school personnel may refer students for entry into these components. Handicapped tenth graders (and some ninth graders) who desire a vocational outcome from their high school education are eligible for consideration. (Most of the students who participate in the Work-Study/Special Needs components subsequent to Orientation to the World of Work are educable mentally retarded youngsters.) A flow chart (Figure 5.1) illustrates the potential sequence of Work-Study/Special Needs programming from the point of referral in the late ninth grade.

Work-Study/Special Needs components at Brownell Center, Manpower Training Center, satellite sites, and United Cerebral Palsy Workshop are one-half day sessions five days per week for each student. The remainder of each student's day is spent at the home high school. With this arrangement, high school special education staff are easily able to support and monitor progress toward the vocational goal. At West Technical High School, for example, the World of Work courses offered to tenth, eleventh, and twelfth graders can be used in conjunction with a student's current off-campus Work-Study/Special Needs component. All students spending half a day off campus are followed closely by special education personnel in the home high schools. A designated staff member in the home high school monitors each student's progress through Work-Study/Special Needs components and keeps abreast of the status of the IEP as changes in the student's program and needs occur.

There are a total of 137 Cleveland Public School staff members in the various facets of the Work-Study/Special Needs program. Thirty are administrative and support personnel in special education departments at the high schools and the central office. Fifty-five are high school special education teachers. Seven are special education supervisors ("Work-Study consultants") who devote full time to student and program needs related to Work-Study/Special Needs. Forty-five are high-school level vocational educational personnel specializing in Special Needs aspects of the school district's Division of Technical-Vocational Education. Among these personnal are several whose duties are not

FIGURE 5.1: WORK-STUDY/SPECIAL NEEDS PROGRAM


ORIENTATION TO THE WORLD OF WORK
(9th grade at home school)
IEP STAFFING AND REFERRAL
(end of 9th grade)
REGULAR ACADEMIC PROGRAM
BROWNELL CENTER
Work Exploration
Work Evaluation
Work Adjustment
Any Component
MANPOWER TRAINING CENTER
Community and Home Services
Fast Food Services
Custodial Services
Shoe Repair
SATELLITE PROGRAMS
Fabric Service
Automotive Maintenance and Service
Horticulture
UNITED CEREBRAL PALSY WORKSHOP
REGULAR VOCATIONAL EDUCATION
PAID EMPLOYMENT
FOLLOW-UP
(return to any Component until age 22)

specific to any one component of the umbrella program.

At each high school, a "teacher-coordinator" provides general support and specific job development and placement assistance for the school's Work-Study/Special Needs students. These duties take up half of each day; the teacher-coordinator teaches special education courses for the remaining half day. These staff members are special-education certified teachers whose positions are supported through special education unit funding, a mixture of federal and state monies, the major federal share provided by P.L. 94-142 and passed on by the states to local educational agencies.

In their roles as job developers and placement personnel, these teacher-coordinators are directed by eight special education staffers called Work-Study consultants who are responsible for categorical and geographical coverage of the districts's 13 high schools. Four consultants are assigned to between two and four schools each in different areas of the city. One serves orthopedically handicapped students in three high schools. Two consultants work with the hearing and visually impaired in all 13 schools. In general, their duties include liaison, coordination of student entry into and departure from Work-Study/Special Needs components, assistance to the teacher-coordinators, follow-up services, publicity for the program, record maintenance and data collection, in-service training, grant writing, and development of individual habilitation plans for trainable mentally retarded students in cooperation with the County Board of Mental Retardation. The consultants are funded by special education units, as are the teacher-coordinators. They are both certified in special education, chosen with an eye to previous experience in business or classroom teaching.

There are two itinerant professional staffers, a school psychologist and a speech-hearing therapist, who cover all components of the Work-Study/Special Needs program. The speech-hearing therapist screens incoming students, provides regular therapy for Work-Study/Special Needs students, and assists teachers in providing oral communication instruction. The speech-hearing therapist (professionally certified) is supported by special education unit funding. The school psychologist conducts orientation activities and conferences with students and their parents, does diagnostic work, coordinates counseling activities within Work-Study/Special Needs components and acts as liaison between the components and other community agencies in this regard, and keeps legislatively mandated psychological records. The primary duties of the psychologist are counseling rather than testing. (Counseling is also performed by work-study consultants, teacher-coordinators, regular high school counselors, and vocational counselors in the workshop. Severely troubled students are referred to the city's mental health-mental retardation centers, Child Guidance Center, or the public school's psychiatrist and psychiatric social worker.) Funded by special education, the position requires a master's degree in counseling or psychology and state certification. The speech-hearing therapist and school psychologist spend two days weekly at Brownell Center, two days at Manpower Training Center, and the remaining day at the other components.

Brownell Center Work Orientation Program

The usual first step in Work-Study/Special Needs for 16-year old tenth graders in Work-Study who have completed the ninth-grade Orientation to the World of Work at their home high school is Brownell Center. In 1976, the Cleveland Public Schools received a grant for a study to help determine whether the school district should operate a work evaluation and adjustment program for special education students. A major finding was that these students typically lacked the prevocational experiences and knowledge which could be provided by such a program. Based on the study, the Division of Technical-Vocational Education (Special Needs), provided funds to begin the Work Orientation Program in 1976, in a building which was renamed the Brownell Center. The Work Orientation Program's specific goals are to provide a structured format for special education students to explore the world of work, to evaluate students' vocational interests and work potential, to teach appropriate social behavior and saleable vocational skills in real and simulated job experiences, and to help students search for employment and keep jobs. An applicant for the Work Orientation Program at Brownell must meet the aforementioned handicapped requirement, be 16-21 years of age (with some exceptions for 14- and 15-year olds and for 21-year olds who want to re-enter), and have a desire for a vocational outcome of high school education. Formerly, the Brownell Center building was inaccessible to wheelchair-bound students; however, the program has recently moved to an accessible location.

In its first year of academic operation (1976-77) Brownell served 93 students. The following school year, the number was 325 including those attending during the summer months; the number in 1978-79 was over 400. The majority of these students were educable mentally retarded.

As in other Work-Study/Special Needs components, the students spend half of each school day at Brownell and the other half at their home high schools. Each day Brownell offers a morning and afternoon session. Transportation costs are provided but students are expected to be able to use public transportation, if necessary. Brownell Center is no more than 40 minutes by car from any high school.

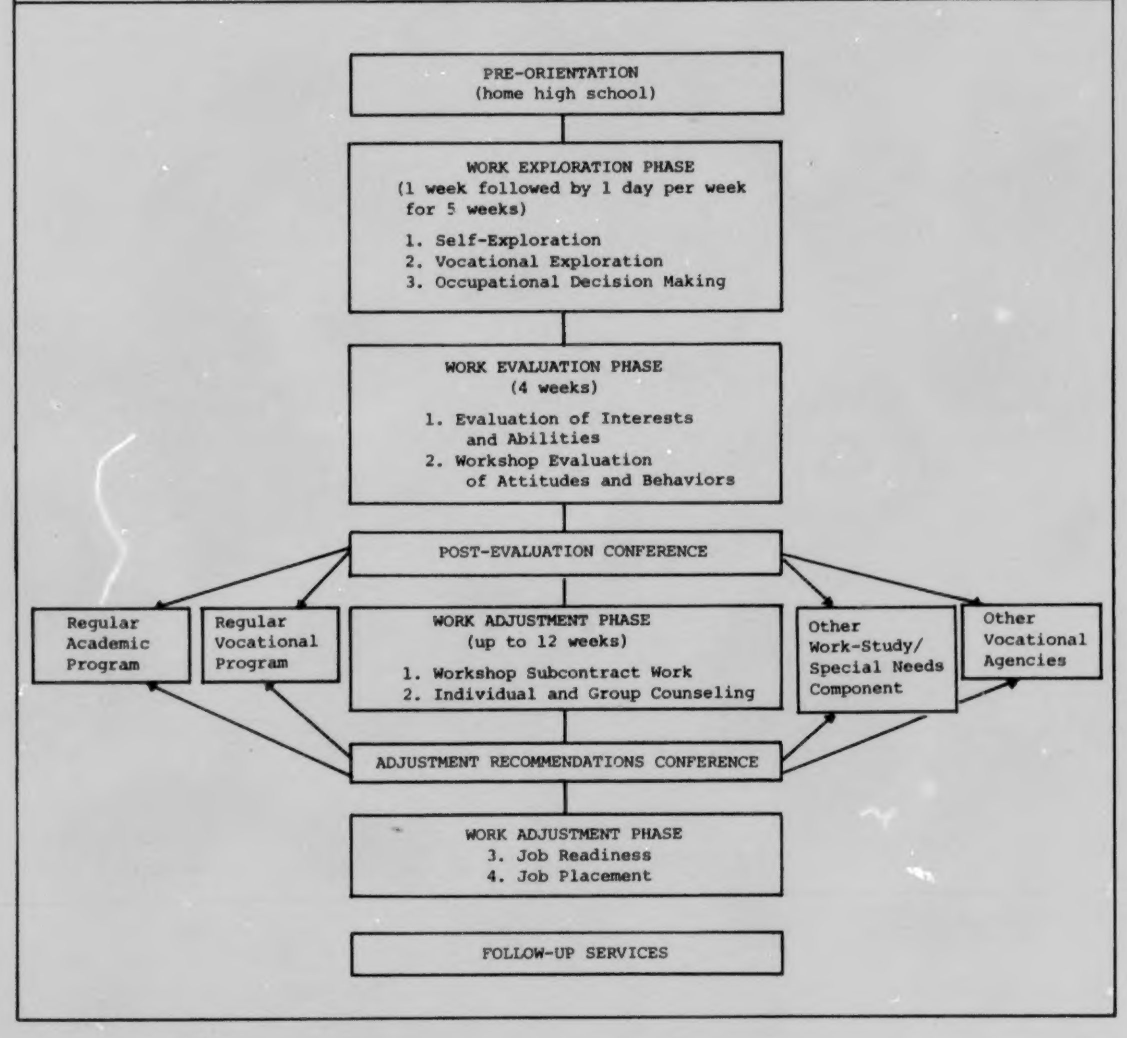
Referrals to Work Orientation come from a wide variety of staff persons as indicated earlier, although the primary source is in the home high school; the referral is coordinated by the Work-Study consultant with responsibility for that school and/or handicapping condition. Referrals may be made at any time in the late ninth grade or later, but the formal first phase of Work Orientation begins only at six-week intervals. At the home high school, the prospective student is introduced to the Brownell program by orientation-exploration specialists on the Brownell staff. Subsequently, students and parents are encouraged to tour the facility. There they observe the activities and discuss the services and principles of Work Orientation with staff members. Following this orientation, the student, parents, and Brownell and Work-Study/Special Needs and special education personnel determine the suitability of the program for the student. If the decision is made to enter Work Orientation, a staff meeting (which may be the regularly scheduled one) is held to change the Individualized Education Program (IEP).

A diagram of the typical sequence of programming at Brownell Center follows (Figure 5.2). Essentially, the component has three major phases. First, Work Exploration consists of five consecutive half days and five more spread over the next five weeks. It introduces the student to decisions about occupations and other aspects of work. Second, Work Evaluation lasts for the next five weeks and includes one week of the previous phase. The Work Evaluation experience helps the student and parents determine the most suitable vocational plan. Finally, Work Evaluation may lead to Work Adjustment, which may last up to 12 weeks and which develops appropriate work skills and attitudes and social behaviors. As the diagram shows, either Work Evaluation or Work Adjustment may lead to referrals to other Work-Study/Special Needs components or to other school district or community agency programs. Many students are referred from Brownell after completion of the evaluation phase.

Work Exploration Phase

Step 1, Self-Exploration, essentially involves examination of career interests and basic suitability for different kinds of jobs. Following the intake session described above, the student enters the first step of Work Exploration, Self-Exploration. This involves assessment of individual interests, abilities, attitudes, and other relevant personality attributes by means of a vocational interests questionnaire, the Singer Picture Interest Inventory, films

FIGURE 5.2: BROWNELL CENTER WORK ORIENTATION PROGRAM


PRE-ORIENTATION (home high school)
WORK EXPLORATION PHASE (1 week followed by 1 day per week for 5 weeks)
1. Self-Exploration
2. Vocational Exploration
3. Occupational Decision Making
WORK EVALUATION PHASE (4 weeks)
1. Evaluation of Interests and Abilities
2. Workshop Evaluation of Attitudes and Behaviors
POST-EVALUATION CONFERENCE
Regular Academic Program
Regular Vocational Program
WORK ADJUSTMENT PHASE (up to 12 weeks)
1. Workshop Subcontract Work
2. Individual and Group Counseling
Other Work-Study/ Special Needs Component
Other Vocational Agencies
ADJUSTMENT RECOMMENDATIONS CONFERENCE
WORK ADJUSTMENT PHASE
3. Job Readiness
4. Job Placement
FOLLOW-UP SERVICES

and other audio-visual media, vocationally oriented books and magazines, individual interviews, and field trips to local businesses and industries. Approximately 30 restaurants, stores, factories, public offices, health facilities, and other enterprises were available for such field trips in the 1978-1979 school year. Students needing more in-depth counseling regarding vocational choices or related personal matters are referred to the itinerant school psychologist.

Step 2, Vocational Exploration, offers students opportunities to explore jobs systematically. Staff-developed work samples and the Singer Graflex Systems provide simulations of typical job tasks for hands-on experience.

Step 3, Occupational Decision Making, integrates information obtained in the previous two steps to help students begin to make appropriate occupational choices. Students use information about themselves and about jobs to learn how to set realistic vocational goals. Group discussions and individual counseling aid this process. Data obtained from all steps of the Work Exploration phase, including results of psychological and speech therapy consultations when appropriate, are submitted to staff involved in the next phase of the Work Orientation Program, Work Evaluation.

Work Evaluation Phase

Real vocational choices culminating in a suitable vocational plan are made in the Work Evaluation phase; its primary purpose is the discovery of students' vocational strengths and weaknesses. Two kinds of data are collected. First, a variety of measures are used to assess work aptitudes and interests. These include VALPAR and Singer Systems, staff-made work samples, paper-and-pencil vocational interest inventories, the audio-visual Brownell Interest Inventory, and standardized tests of basic academic and manual skills. These instruments assess such physical abilities as gross dexterity, spatial relations, eye-hand dexterity, fine finger dexterity, and such work skills as attention span, communication, ability to understand instructions, work rate and quality, and team work. These assessments are aided by observation in the final two weeks of Work Evaluation, when students perform real subcontract work in Brownell Center's subcontract workshop. There, too, the second kinds of data are collected, those providing evidence of the students' actual work behaviors and attitudes. Included here are characteristics such as social appropriateness, sociability, motivation to work, personal appearance, initiative, and acceptance of supervision.

The Work Evaluation phase culminates in a post-evaluation conference, where the results of the evaluation are discussed among the student, parents, Work-Study consultant, teacher-coordinator, and Brownell staff members, Feedback is given to the student, parents, and the home high school; an individual vocational plan is developed, and a referral to one (or more) of several possible Work-Study/Special Needs components the regular educational program is made. At this point, the student may be referred to the Work Adjustment phase of the Brownell Center program, to a Special Needs vocation program, to one of the "satellite" vocational programs associated with the Manpower components, to regular vocational education, to a regular academic program, or to other community agencies offering appropriate vocational training services.

Work Adjustment

Many students stay at Brownell Center following the post-evaluation conference and enter the Work Adjustment phase. Work Adjustment is considered to be the "treatment" phase of the Brownell Center component. Students can not enter this phase without a specific vocational plan from Work Evaluation, the "assessment" phase. Handicapped students may spend one semester or longer in this phase, depending on their individual needs for adjustment in work behaviors and attitudes. The purpose of adjustment is to change those personal characteristics which would interfere with getting and keeping a job and to develop a successful "work personality."

The subcontract workshop at Brownell Center provides much of the "treatment" of the "work personality." There, students perform subcontract jobs demanding varying levels of work skills, attitudes, and behaviors under close supervision. Jobs are rotated among students who are paid (based on productivity) a fraction of the minimum wage. Subcontracts available to students in the workshop vary with the ability of staff members to obtain them from local businesses. They have included work such as assembly and packaging of welding goggles, assembly of brass nozzle fixtures, sorting and packing of bolts and screws, and packaging of diapers, to name a few jobs In the 1977-78 school year, students in Work Adjustment earned wages of over $16,000. An individual habilitation plan is developed from the IEP and other data collected in the other phases of the Work Orientation component, and workshop personnel concentrate on three or four specific problem areas of each student, such as production speed, attendance, punctuality, or acceptance of criticism.

Another important aspect of Work Adjustment is individual and group counseling. Five counseling groups offer specialized help in vocational awareness, grooming and hygiene, basic living skills, time telling, social skills, and job-seeking skills. Individual counseling is available for more intensive work in these areas for more personal problems. Counseling is done by Brownell Center personnel or by the itinerant psychologist.

Speech therapy services are also available from the itinerant professional if indicated. A reading specialist is also available to assist students.

When Work Adjustment students near the end of their Brownell Center curriculum, adjustment recommendations conferences are held on an individual basis; these conferences are similar in composition and purpose to the post-evaluation conference which preceded the referral from Work Evaluation to Work Adjustment. Information considered includes a "midterm" and a final report based on Work Adjustment personnel's observation of each student. At this second conference, students may be referred to any of the other Work-Study/Special Needs components, regular education program, or community agencies mentioned earlier as alternatives for further services. Students may also be asked to repeat the Work Adjustment phase (this is the case for 10 to 15% of students), or they may be recommended for job placement.

These recommended students are then placed in a job readiness group if further specific preparation is needed before a job placement can be realistically sought. Job readiness is a new step in Work Adjustment, closely intermingled with other activities in that phase. It uses group and individual contacts with students to teach specific job-getting skills such as interviewing, completing applications, and finding out about available jobs. The job placement may be paid or unpaid on-the-job training for a minimum of three days weekly in public or private nonprofit agencies or for permanent, paid employment in local businesses and industries. Brownell personnel provide up to six months of follow-up services to students placed in jobs, typically including weekly visits to job sites. Approximately 20 students, at any one time, are being prepared for job placement. Approximately 40 local employers have committed themselves to hiring "job-ready" Brownell graduates.

Brownell Center has a full-time staff of approximately 15, with additional part-time clerical personnel and support from the itinerant psychologist and speech therapist. The Director, variously known as the liaison teacher, head teacher, and project manager, administers the Work Orientation component, maintains liaison with referring high schools and other Work-Study/Special Needs components, and evaluates Brownell staff, among other responsibilities. The position of Director requires a master's degree in psychology or rehabilitation and two years of experience with special education students. The same qualifications are required for "managers" of the three phases of the Brownell program. Each phase has several permanently assigned personnel. Some of these positions require a bachelor's degree in rehabilitation or a related field, with two years of appropriate experience. Other employees need lesser educational qualifications, but appropriate experience is always required. The entire staff does job development; one person is assigned full time to that duty. Two staffers specialize in job placement. Another develops subcontracts for the Brownell workshop. All Brownell personnel are considered to be members of the Division of Technical-Vocational Education's Special Needs Staff, though some are not special educators, strictly speaking.

In addition to the services of the above mentioned Brownell personnel and itinerant professionals, students in the Work Orientation component are supported by the Work-Study consultants, the teacher-coordinators, and administrative staff in the Divisions of Technical-Vocational and Special Education.

Brownell's Work Orientation component is supported primarily by federal vocational education funds, (through the state education agency) and by contributions of the Cleveland Public Schools' Division of Technical-Vocational Education. (P.L. 94-482, The Education Amendments of 1976, authorized an 85% federal share and a 15% local share, with 10% of the total to be allocated for programs for the handicapped.) Vocational education money earmarked for handicapped programs is called "special needs" funds and constitutes the bulk of Brownell's total operating budget and salary costs ($478,189 in 1977-1978 and over $500,000 in 1978-1979). Some special education money passed through by the state from the federal government to the city school district is used to purchase equipment and materials for the Work Orientation component; the local offices of the state Division of Vocational Rehabilitation pay fees-for-service for clients who are Brownell students. Title I "Exemplary Program" funds are also used to support participation of the few 14- and 15-year olds who are at Brownell because they are handicapped, not satisfied with their academic progress, and too young to work.

In addition to a network of cooperating agencies used by all Work-Study/Special Needs components to provide certain specialized services to their handicapped students, Brownell Center tries to encourage parental, business, and union involvement in its activities. Parents take part in their children's intake sessions and in the periodic conferences which review progress and make referrals and recommendations. Work-Study/Special Needs administrators consider parent participation at Brownell to be very good; about 70% of the staff meetings are attended by parents whose children are involved, and the statistic is increasing. No Brownell staffers work full-time with parents, but most have some contacts with them.

As noted earlier, various Brownell personnel spend some or all of their time in contact with local businessmen to develop job opportunities, place students for training or employment, and acquire subcontracts for the workshop. To maintain and strengthen these ties, as well as those with local unions and other groups, and to assure that the training students receive is relevant in the real world of work, Brownell makes use of a Technical Committee composed of union leaders, businessmen, educators, and parents of handicapped students. In the past there were some problems in relationships with the Cleveland unions concerned about competition from Work-Study/Special Needs graduates, but the communication afforded by the Technical Advisory Committee has largely eliminated this difficulty. There are also plans to form a cooperative group with local business and industry, to be called "Partners in Industry," to increase opportunities for placement of Brownell students for on-the-job training and possible subsequent employment.

Manpower Training Center Component

This component of the Work-Study/Special Needs program serves Work-Study/Special Needs students who need to develop work skills but who are more job-ready in terms of work attitudes and behaviors than their counterparts in Brownell Center's Work Adjustment phase. Manpower's five training programs (Food Service, Shoe Repair, Custodial, plus two Community and Home Service units) are designed to teach handicapped youths the technical and related skills necessary for entry-level employment upon completion of the curriculum. Much of the training and related education occurs at the Manpower Training Center Building, and some of the programs have an off-campus work experience phase, as well.

Students at Manpower comprise several handicapped groups, although most are educable mentally retarded. Their ages range from 14 to 22, with most being 15 years or older. Most are high school students, but ninth-grade students are beginning to be included. In the 1977-1978 school year, approximately 150 Work-Study/Special Needs students were enrolled in this component; they were distributed among five training programs--each with its own requirements regarding grade level and age of students seeking admission, so that characteristics of their students are slightly different.

Referrals of students to Manpower are made on the basis of students' interests, and experiences in other vocationally oriented programs, recommendations of parents and Work-Study/Special Needs personnel, and results of work evaluations if such have been performed. Typically, the referral comes from the home high school and is coordinated by the appropriate Work-Study consultant. However, referrals may also originate in other Work-Study/Special Needs components, such as Brownell Center's Work Orientation, and in other community programs. In most cases, an initial conference is held which involves the student, his or her parents, the Manpower Training Center head teacher, and other staff members such as the Work-Study consultant and teacher-coordinator from the student's home school. Results of previous work evaluation, the desires of the student and parents, and staff recommendations are considered; a decision is made as to rejection or acceptance and appropriate training. Enrollment at Manpower is for three hours daily, five days weekly. Students may be transfered from one program to another if interests or abilities are thus better satisfied, and programs may be repeated. Following completion of a program, the student may be placed in paid employment. If progress has been unsatisfactory, the student may also be reevaluated at Brownell Center. Planning of this sequence is guided by an individualized vocational plan developed by Manpower and other Work-Study/Special Needs staff members. Presented at the initial conference, the informtion is based upon the student's progress at the Manpower Component. After job placement, students are monitored for at least a 60-day period by Work-Study/Special Needs personnel; also they retain until age 22 the option to re-enter Manpower or other Work-Study/Special Needs components if additional or alternative training is desired.

Students in all Manpower programs receive related functional education and other supportive services at the Manpower facility and at their home high schools. These include functional mathematics and reading, counseling, speech and hearing therapy, and work attitudes and behaviors. All training and education are without charge except for certain consumable materials, such as fabrics. Evaluation of students' progress is based almost solely on performance of job duties; where applicable, the last grade given to a student is from the employer supervising field placement in an off-campus private business or nonprofit agency. Field placements may be paid or unpaid.

Community and Home Service

The two community and Home Service programs prepare students to perform basic tasks in patient care, dietetics, housekeeping, laundry, and recreational therapy in extended care facilities, hospitals, and motels. Training and related education take place at Manpower Training Center during an 8-19 week period under supervision of a two certified vocational home-economics teachers, a licensed practical nurse, and two technicians/teacher aides. Following completion of the curriculum at the Manpower facility, the student receives a 9 to 13 week field experience at a local nursing home, motel, or laundry. Selection of the field training site is based on abilities and interests demonstrated in the "laboratory" and classroom at Manpower, although rotation among the sites is possible. Community and Home Service is typically limited to students age 16 or older; most graduates are 18 years or older because of age requirements at the field training sites.

Food Service

Food Service emphasizes basic skills and related education required for employment in the commercial fast food industry. These include taking orders, restaurant maintenance, customer relations, cash register operation, dishwashing, cooking and other preparation of food, inventory, reorderings, and detection of dishonest customers. Observation and practical experiences in lessons learned in the classroom are gained in Manpower's food service facilities and in local restaurants. These activities are supervised by a certified distributive education teacher and a technician/teacher aide. Enrolled students are typically 16 years or older; the preferred age range is 17 to 18.

Custodial Services

Custodial Services is concerned with all basic aspects of maintenance of buildings and their furnishings, with primary emphasis on cleaning, sanitation, and minor repair. This training program is organized into several distinct phases, progressing from basic instruction and hands-on experience in cooperation with the custodial staff at Manpower Training Center, to paid field placement at Brownell Center, to more independent field placement at local hotels and motels and at other Cleveland Public School facilities. These activities are supervised by a certified trade and industrial teacher, a technician teacher aide, and (for the Brownell field placement) Brownell Work Adjustment staff and custodians. Students should be 15 years or older to enter this program.

Shoe Repair

The Shoe Repair program teaches marketable skills in repair of shoes and other leather goods. Coincidentally, it provides a valuable free service to the community because its students practice the skills they learn on shoes for poor persons, the elderly, and children. It is a two-year program with provisions for students to repeat as much of the training as necessary prior to graduation. Frequently, repeating students work in teams with less experienced ones. The shoe repair shop, run by a certified trade and industrial teacher and a technician/teacher aide, provides both basic instruction and practical experience. It is organized in assembly line fashion with 16 work stations. Students (generally 15 or older) usually need approximately two weeks at each station to master the appropriate procedures; some students take more time, others less. Related educational material is available in classroom units, as it is for students in the four other training programs at Manpower Training Center.

As noted earlier, students who complete a training program and whose interests and abilities can be matched to available jobs are aided in seeking paid employment. In contrast to Brownell Center, where only certain staff members specialize in job placement, all Manpower Training Center teachers both develop job opportunities and attempt to place students in them. In this they are assisted by Work-Study consultants and by teacher-coordinators in each student's high school. Follow-up after job placement, intended to help former students keep their jobs, is conducted by these same personnel. Ninety-five Work-Study/Special Needs students from Manpower have been placed in jobs since the 1975-1976 school year, with 23 placed in 1977-1978; the total number enrolled in this component was 150 or less for each of these years. Former students who lose their jobs can return to upgrade their job skills and to receive help in searching for a new job, interviewing, filling out applications, until they reach age 22.

Manpower Training Center's programs are directed by a Head Teacher, Project Manager, or Program Specialist with a master's degree and experience in education of the handicapped as well as state certification as a vocational educator. Responsibilities include general program administration and development, liaison with other Work-Study/Special Needs components and Cleveland Public Schools agencies, job development and placement, and in-service training for vocational teachers. There are five state-certified vocational teachers who provide technical instruction and related functional education at Manpower, supervision of field placement, and job development and placement. They must have state certification, which requires seven years of trade experience, or a bachelor's degree, or two years of teacher preparation. Periodic in-service training is also required while they are employed at Manpower. There are also five technician teacher aides distributed among the programs to provide more individualized attention and to assist the teachers in general. Manpower Training Center shares the school psychologist and speech/hearing therapist with other Work-Study/Special Needs components; these personnel are at the Manpower facility two days per week. However, Manpower has a full-time reading consultant who screens all entering students for literacy and provides classes in functional reading skills for students requiring such aid. The other permanent Manpower staff member is a clerk-typist. Other specialized personnal are sometimes used in conjunction with certain of the training programs (for example, a nurse in Home and Community Service).

As in the Brownell Center component, other Work-Study/Special Needs personnel provide support for Manpower staff members and students. Included are the Work-Study Consultants, teacher-coordinators, and other Division of Special Education and Division of Technical-Vocational Education personnel.

The total budget for the Manpower Training Center was $141,566 for 1977-1978 and over $150,000 for 1978-1979. The bulk of these funds are from federal vocational education special needs monies passed through by the state to the Cleveland Public Schools, with a 15% contribution from the school district. Special needs funds are a 10% set aside for the handicapped authorized by P.O. 94-482, the Education Amendments of 1976. These funds pay virtually all operating costs of the Manpower Training Center, as well as the salaries of the head teacher, technician teacher aides, and ancillary personnel assigned there permanently (for example, the reading consultant). Salaries of the five vocational teachers come from regular vocational education "unit" funds. Another source of financial support is fees-for-service paid to the city school district by the local office of the state Division of Vocational Rehabilitation for its clients who are Manpower students. Thus, the Manpower Training Center is really a program of the Division of Technical-Vocational Education, with the major contribution of the Division of Special Education being certain Work-Study/Special Needs personnel funded by special education unit money (that is, Work-Study consultants, teacher-coordinators, school psychologist, and speech/hearing therapist).

Parents are involved in the activities of the Manpower Training Center in several ways. They are encouraged to attend the initial conference where the decision regarding their children's entry is discussed. Manpower has a Parent-Teacher Association. Parents of handicapped students also serve (with former students, businessmen, and union representatives) on an Advisory Committee similar to that associated with Brownell Center.

Satellite Programs

There are four other Work-Study/ Special Needs job training programs which are not located at Manpower, but are overseen by the same vocational education supervisors associated with the Manpower programs. These are called the Satellite Vocational Programs, and they train students in automotive maintenance and service, fabric service, horticulture, and agriculture products.

Automotive Maintenance and Service

The Satellite program in Automotive Maintenance and Service is operated at South and East high schools. It consists of three learning areas: service and maintenance, body repair, and engine repair. South High School offers training in the first and last of these areas, while East High School offers the first two areas. The intent of this Satellite program is twofold: to prepare some students for paid employment in this and related kinds of work and to prepare for participation in regular vocational education courses in automotive shop. The courses operate in two sessions, morning and afternoon.

These courses were originally designed for the educable mentally retarded, and most students still fit in that handicapped category. The exceptions have largely been hearing impaired students. Approximately 60 Work-Study/ Special Needs students can be served annually (about equally divided between the two sites); however actual enrollment is slightly less. Most are age 16 or older. Prospective students are referred to this program (and to other Satellite programs) in a manner similar to that used for admission to Manpower Training Center. As in the other Satellite (and Manpower) courses, the student receives basic, entry-level instruction in the vocational area, work attitudes and behavior, and related functional academic material. Training occurs in both classroom and laboratory settings. Psychological and speech-hearing services are also available from the two itinerant professionals, who also do initial screenings as part of the admission process. Job development and placement are performed by the program's staff members and other Work-Study/Special Needs personnel (Work-Study consultants and teacher-coordinators). Placement decisions are made on the basis of a student's performance in the more job-related aspects of the curriculum (that is, as it is done at Manpower rather than at Brownell). Follow-up services similar to those available to students in the other Work-Study/ Special Needs components are provided.

The Automotive Maintenance and Service program is staffed by a certified vocational teacher and a technician/ teacher aide at South High School and by two certified vocational teachers and one technican/teacher aide at East High. Their activities are overseen by the Vocational Education supervisor who monitors the Shoe Repair and Custodial Service programs at Manpower Training Center. As noted earlier, the itinerant speech/ hearing therapist and school psychologist are also available to these students, as are the Work-Study/ consultants and teacher-coordinators.

Financial support is again provided primarily by vocational education special needs money (for program operation and instructor/teacher aides' salaries) and regular vocational education unit funds (for teachers' salaries). Special education unit funding provides the supportive and itinerant Work-Study/ Special Needs personnel. Finally, the state Division of Vocational

Rehabilitation pays some fees for the program's services to DVR clients. The total funding for this program was over $31,000 in 1977-1978 and slightly more in subsequent years.

Parents participate in the admission process, periodic staffings, and in the two high schools' PTAs.

Fabric Services

Fabric Services, another Satellite program, is located at Lincoln Annex, East High School, and Lincoln West High School. The majority of Work-Study/Special Needs students in Fabric Services at the first two schools are educable mentally retarded, while the Lincoln West portion of the program was designed for the physically handicapped, including orthopedically impaired, visually impaired, blind, hearing impaired, deaf, and multiply handicapped students. Slightly over 80 students were served by the Fabric Services program in 1977-1978, with enrollment expected to increase in the future. The intent of this program is to prepare handicapped students for further training in regular vocational education or for paid employment through classroom instruction and hands-on experience in all aspects of commercial fabric work and related functional academics. Most of these experiences take place at the three high schools, with the practical training coming from individual sewing projects and contract production jobs from local businesses. There are also field trips to fabric-related industries. The instruction intake, job development and placement supervision, and supportive services are provided by these and other Work-Study/Special Needs personnel. At Lincoln Annex and East High, a prevocational aspect is also available to younger handicapped students (that is, students between the ages of 13 and 16, the typical age for admission to Work-Study/Special Needs components) to help them develop a "work personality" necessary for possible later admission to the Fabric Services Satellite program proper. Funding comes from the same sources as that for the other Work-Study/Special Needs components, and total funding for this program was $22,941 in 1977-1978, and it is now approximately $36,000. In general, this program operates very much like the components already reviewed.

Vocational Horticulture

A third Satellite program, vocational horticulture, is available to Work-Study/Special Needs students at Washington Park Horticulture Center.

United Cerebral Palsy Workshop

This private community agency serves multiply handicapped cerebral palsied students through a contractual relationship with the Cleveland Public Schools, which has first priority for the workshop's services. It is considered a Work-Study/Special Needs component. The facility is essentially a long-term sheltered workshop which offers both immediate paid employment and preparation for later vocational evaluation, vocational adjustment, and paid employment elsewhere. It also fosters independent living skills and attitudes. As is not the case in all other Work-Study/Special Needs components, the United Cerebral Palsy Workshop is easily accessible to severely physically handicapped and wheelchair-bound students. Moreover, it operates its own minibuses to transport student-clients to and from their homes. It also holds longer-than-usual daily sessions (4 1/2 hours daily) because of the special needs of its client population. The agency is investigating the possibility of locating a special education teaching unit in the workshop, in order to eliminate travel between workshop and school. Prospective students referred by Work-Study/Special Needs personnel are evaluated for suitability by workshop personnel: Referrals do not typically come through Brownell Center's Work Evaluation phase as they may in other Work-Study/Special Needs components. The workshop follows all due process and record keeping procedures in accordance with state law and P.L. 94-142 (The Education for All Handicapped Children Act of 1975), as do the other components already reviewed.

The United Cerebral Palsy Workshop offers a roughly sequential program organized into phases of variable duration, depending on students' needs. Once admitted to the component, students may enter a Work Development Group which exposes the extremely severely handicapped to common job-site fixtures and mechanical aides. Less impaired students and those completing Work Development may enter the Work Initiative Group, which teaches basic work skills, attitudes, and behaviors; this group is intended primarily for those with no previous work experience or with a seriously disturbed work history. More advanced students may enter the Work Productivity Group, which concentrates on increasing responsibility, productivity, and efficiency in students who have acquired the basic work characteristics listed above. Next is the Work Skills Group, which demands more of students in all areas of skill, attitude, and behavior. The Textile-Silk Screening Business operating in the workshop provides a setting in which students learn to meet competitive sheltered workshop norms of productivity and quality. Considered to be a pre-job placement step, its workers are paid wages on the same basis as those in Brownell Center's Work Adjustment phase. Finally, students may be placed in other competitive or sheltered settings for paid employment, through the cooperation of the Bureau of Vocational Rehabilitation and other community agencies. If the student is referred to another Work-Study/Special Needs component, the United Cerebral Palsy Workshop sends a comprehensive work evaluation along with the referral. Of course, some of the more severely impaired may remain in sheltered employment in the workshop indefinitely, although they will be supported by the Work-Study/Special Needs funding sources only until age 22.

The number served by the workshop has increased over the years: from 20 in 1977-1978, to 35 in 1978-79, to 45 in 1979-1980. The workshop is staffed by the evaluator and by floor supervisors. They are aided by educable mentally retarded students from other Work-Study/Special Needs components, who spend time with the cerebral palsied students in the workshop, assisting them with their tasks while learning work skills, attitudes, and behaviors themselves. In addition, social workers; recreation, speech-hearing, physical, and occupational therapists; functional academic teachers; and personal care matrons are available to the workshop clients. Finally, the Work-Study consultants, teacher coordinators, and other Work-Study/Special Needs personnel offer supportive services.

The United Way Campaign is the primary source of funding for the workshop, providing about 60% of the cost. Apparently, this funding is not as strong as workshop personnel would like; they blame a perception on the part of the public and the United Way agency that the bulk of United Way funding should go to children rather than to an adult program. The United Cerebral Palsy component is classified in the latter category. Most of the workshop's remaining funding comes from vocational education special needs monies paid by the Work-Study/Special Needs program in return for services to a specified number of its students. The funding level from this source has been slightly over $20,000 for 1977-1978 and 1978-1979 and over $30,000 in 1979-1980. As is the case with other Work-Study/Special Needs components, the Bureau of Vocational Rehabilitation supplies some financial support in the form of fees for service to its clients.

Comprehensive Employment Training Act--Comprehensive Youth Services Program

CETA, a program of the U.S. Department of Labor, funds the Comprehensive Youth Services Program (CYSP), a bridge for some Work-Study/Special Needs students during the summer months when their school-year components are not in session. It also supports training of other students who are not yet enrolled in a Work-Study/Special Needs component but who are likely to be. Finally, it provides funding for some Work-Study/Special Needs students' work experience phases of their components during the school year.

During the summer, CETA-CYSP reserves 220 paid positions for Work-Study/Special Needs students or prospective students ages 14-21 who can meet certain federal income guidelines. Under the supervision of CETA personnel, they work up to 20 hours weekly in local nonprofit agencies for up to eight weeks at federal minimum wage. Their jobs provide relatively more hands-on experience and less academic work than is typical of the half-day Work-Study/Special Needs components offered during the school year. These summer jobs often lead to referrals to Work-Study/Special Needs components with similar work content, and vice-versa. Work-Study/Special Needs staff members funded by vocational education special needs monies (about $27,000 annually) supervise the CETA personnel. This relationship is maintained to some degree during the academic year, when CETA funds pay for work experiences of some Work-Study/Special Needs students. These students work at minimum wage for up to 10 hours weekly in local schools and other public or private nonprofit agencies, again under overall supervision of Work-Study/Special Needs personnel. For example, some Manpower students in the Custodial Services program work at Brownell Center. Approximately 65 to 100 students in work experience aspects of their components are supported in this way.

Planning and Implementation

Ongoing General Planning and Implementation

The flow of students through the components of the Work-Study/Special Needs program has been described in the previous section and in Figure 5.1 All handicapped students are to be identified by the Cleveland Public Schools' Division of Special Education according to federal vocational and special education legislation; they are then referred to Work-Study/Special Needs if employment is their goal following high school or the attainment of age 22. Work-Study/Special Needs students may go into either regular or special vocational education. Each component of the program applies its standards for selection of students, coordinated by central office personnel. Students spend half of the school day in a Work-Study/Special Needs component and the other half at their home high schools, typically in special education classes. Criteria for success (and transfer to the next component) are attendance, attitude, attainment of class objectives, performance of work, and attainment of jobs. Students enter and leave the program at virtually all points. Following their departure, students may return for further job preparation; special education students who were not in Work-Study/Special Needs may enter after their high school graduation.

A major focus of the ongoing planning, implementation, and evaluation in Work-Study/Special Needs is the Individualized Educational Program (IEP) each student must have. Virtually all special education students have IEPs (prepared in September) prior to entering the Work-Study/Special Needs program. If not, the IEP is prepared when the student enters a program component. Each student's IEP is reviewed at least annually (in May), with the participation of Work-Study/Special Needs and home high school personnel, representatives of other involved community agencies (for example, the local office of the state Bureau of Vocational Rehabilitation if the student is a client of the Bureau), and the student's parents. There is a very high level of parental participation in the development of IEPs in the Work-Study/Special Needs program. Reviews of students' progress are typically held in the middle and at the end of the school year by Work-Study/Special Needs personnel for record purposes, and additional staffings are held when students transfer between program components. If a change in the IEP is involved in the transfer, the parents and appropriate non-Work-Study/Special Needs staff members are asked to participate.

Higher-Level Planning and Implementation

The state-level administrative body is the Ohio Department of Education, with its divisions of Special and Technical-Vocational Education. The Division of Special Education contains a "work-study" element, and the Division of Technical-Vocational Education has its "special needs" office. The relationship of the state education agency to the Cleveland Public Schools' Work-Study/Special Needs program will be reviewed later.

On the local level, the Cleveland Public Schools' divisions of Technical-Vocational Education and Special Education collaborate to produce the inter-divisional Work-Study/Special Needs program. (As is also reviewed later, other divisions of the local education agency (LEA) are also involved in this collaboration. Special needs vocational programs for handicapped (and disadvantaged) students, regular vocational education, and the previously discussed Comprehensive Youth Services Program are the province of the Division of Technical-Vocational Education, while the Division of Special Education oversees the work-study offerings for handicapped students. The combined Work-Study/Special Needs program involves sharing of personnel, funding, facilities, and administration, but not of legal accountability. The two divisions do not, strictly speaking, exchange funds and other resources for Work-Study/Special Needs; rather, funds are allocated by the Department of Education through its appointed administrators to the umbrella Work-Study/Special Needs without crossing administrative lines between the divisions. The program is thus a joint operation within the LEA.

As can be seen in the organizational charts, both divisions involved in Work-Study/Special Needs are under the direction of the Cleveland Public Schools' Assistant Superintendent for Curriculum and Instruction. Other public school elements (for example, psychology, psychiatry, and speech-hearing are under the Assistant Superintendent for Personnel. The Director of Work-Study/Special Needs is an Assistant

Supervisor in the Division of Special Education who also heads that Division's work-study element. He is closely assisted by two high ranking staff members in the Division of Technical-Vocational Education: the Assistant Supervisor-Director of Adult and Special Projects and the Major Cities Coordinator. The former is the primary program and funding coordinator from the vocational education side and has a variety of other vocational program responsibilities unrelated to Work-Study/Special Needs. The Major Cities Coordinator's position is half funded by the state Division of Technical-Vocational Education and half by the Cleveland Public Schools to develop and coordinate vocational programs for handicapped and disadvantaged students in this major unban area.

Curricula, policy, and the other aspects of Work-Study/Special Needs are locally developed and altered with the ultimate approval of the Ohio Department of Education, which must evaluate Cleveland's annual proposals for the bulk of funding for this and other programs. There is periodic re-examination and change in Work-Study/Special Needs. Annual proposals for state and federal pass-through funds include evaluations of the program's components. A program developer and evaluation specialist (supported by Vocational Education Special Needs funds) studies the operation of Work-Study/Special Needs components and reports the results semi-annually to the Ohio Department of Education. Periodic follow-up studies of the vocational outcomes of former students are carried out. Proposals are developed in part from this information. Each program component has a planning committee composed of parents, businessmen-employers, union representatives, and other community members. Finally, the Ohio Department of Education's Special and Technical-Vocational Education divisions hold periodic compliance reviews of Cleveland's Special and Technical-Vocational Education divisions; P.R.I.D.E. (Program Review for Improvement, Development, and Expansion) is a five-year review of vocational education, and P.R.E.P. (Program Review and Evaluation Program) is for special education.

Cooperative Relationships

Cooperation with State Agencies

The Ohio Department of Education is the state educational agency charged with providing services to all citizens ages 6-21. A state education code determines general educational policy, and the Cleveland Work-Study/Special Needs program must meet state standards regarding programs and personnel, but the local educational agency is allowed some discretion in policy implementation.

The relationship between Cleveland's Work-Study/Special Needs and the state Department of Education's Division of Special Education primarily involves unit funding of Cleveland Public Schools' special education personnel associated with the program (for example, teacher-coordinators and Work-Study consultants) and a small amount of money for some of the equipment and materials used in the program's components. These funds go to the Cleveland Public Schools, not directly to Work-Study/Special Needs. Consultation and other guidance services are available on request from state special education personnel; also, the Cleveland Public Schools must report periodically to the state Division of Special Education regarding the Work-Study/Special Needs program. The P.R.E.P. review has been described. Approximately $9 million is annually allocated by the Ohio Department of Education to the entire Cleveland special education effort, including Work-Study/Special Needs. Cooperation between special education at the state and local levels is characterized as excellent by Cleveland Work-Study/Special Needs personnel.

The relationship of the state Division of Technical-Vocational Education and the Work-Study/Special Needs program is more extensive. Indeed, the bulk of funding for the program is from state vocational education monies or those passed through by the state from federal P.L. 94-482 vocational education appropriations. As described earlier, these state funds are designated for vocational special needs or for vocational education units. Special needs funds come from state contributions and from the federal 10% set-aside for handicapped students. The unit funds are from the state and from the 75% of the annual federal appropriation for regular vocational education. (The remaining 15% of the federal appropriation for vocational education is for disadvantaged students.) As required by P.L. 94-482, Cleveland contributes at least 15% of the total amount of vocational education money expended for its handicapped programs, including Work-Study/Special Needs. Just as the largest source of funding for Work-Study/Special Needs is vocational education money, the largest source of the vocational education money is the 10% set-aside for special needs. Almost 80% of the money contributed or passed through by the state Division of Technical-Vocational Education for Work-Study/Special Needs is special needs funding; the remainder is vocational education unit funding. Most Work-Study/Special Needs personnel are unit funded by vocational education.

As in the case of funding from state and federal special education, state and federal vocational education money intended for Work-Study/Special Needs is allocated to the local Division of Technical-Vocational Education, which passes it on to Work-Study/Special Needs. These funds are currently awarded by application to the state on an annually renewable basis. The Work-Study/Special Needs Director and staff prepare annual proposals, and budgets are brought into line with the amount of funding received. Approximately $11 million is allocated annually by the state to Cleveland's entire vocational effort.

The state also provides consultation and other guidance regarding the vocational education aspect of Work-Study/Special Needs. Like the local Division of Special Education, the Division of Technical-Vocational Education submits periodic plans and reports to its state counterpart, with information about Work-Study/Special Needs. The P.R.I.D.E. review has been described, as has the role of the Work-Study/Special Needs evaluation in student follow-up studies reported to the state.

Work-Study/Special Needs has a limited relationship with the state Rehabilitation Services Commission, which is on a par with the Department of Education in the state cabinet. Within the Commission, the Bureau of Services to the Blind and the Bureau of Vocational Rehabilitation (VR) provide services to the blind and visually impaired and to all other disabled persons, respectively. Work-Study/Special Needs has a relatively closer relationship with the Bureau of Vocational Rehabilitation, although most contact between the two programs is on the local rather than the state level. The Bureau operates under the mandate of the 1973 Rehabilitation Act, P.L. 93-112. There are 10 state districts; Cleveland is an area of a district. The VR bureau is funded from federal vocational rehabilitation appropriations and from the state general revenue fund. Currently, VR provides only individual services for individual student-clients but is not a source of funds at the state level. It has never provided programmatic funding to Cleveland Public Schools or to Work-Study/Special Needs, but there is a possibility that it will provide innovation and expansion monies to local education agencies, including Cleveland's. If this occurs, some Work-Study/Special Needs students would benefit because, as VR clients, they would have access to school district vocational facilities funded in this way.

Cooperation at the Local Level

Personal relationships among staff members of contributing agencies are extremely important to the success of the Work-Study/Special Needs program, as is the continuity of its leadership. The program's director has held that position and collaborated closely with essentially the same local special and vocational education personnel for approximately 12 years.

As noted previously, Work-Study/Special Needs is primarily a collaboration of the Cleveland Public Schools' Divisions of Technical-Vocational and Special Education, with assistance from the general or "regular" education program, local office of the Bureau of Vocational Rehabilitation, and other community agencies. Work-Study is the contribution of special education; Special Needs is an element of vocational education. The umbrella Work-Study/Special Needs is a recognition of the overlapping responsibilities of the two divisions for vocational preparation of handicapped students in the Cleveland Public School system. The divisions jointly plan, propose, fund, staff, and operate the program, as has been illustrated in the description of its components.

The Cleveland Division of Technical-Vocational Education passes through and contributes most of the funding for Work-Study/Special Needs in the form of special needs monies for handicapped students and regular vocational education unit funding for personnel. The Cleveland Public Schools must itself contribute 15% of the total of these funds. Local vocational education personnel who work closely with Work-Study/Special Needs include the Director of Technical-Vocational Education, a variety of upper-level supervisory staff members in regular and special needs vocational education, the Major Cities Coordinator, directors of Work-Study/Special Needs components, vocational teachers, aides, and others. The relationship works the other way, too. Approximately 25% of Work-Study/Special Needs students are in regular vocational education classes; two staff members have been assigned to work with these students.

The Division provides the program's director (a special education assistant supervisor), Work-Study consultants, teacher-coordinators, home high school special education teachers for Orientation to the World of Work and subsequent related courses, a psychologist, and a speech and hearing therapist. Additional support for Work-Study/Special Needs comes from the Director of Special Education and other high-level supervisory personnel.

As noted earlier, the relationship between Work-Study/Special Needs and the state Bureau of Vocational Rehabilitation is primarily seen in activities at the local level. The local district office functions under state guidelines but with some degree of autonomy to meet the particular needs of its clients. The relationship of Work-Study/Special Needs and Bureau of Vocational Rehabilitation is of long standing. There have been problems with similar benefits and third-party agreements in the past, and joint activities were curtailed. Furthermore, IEPs and IWRPs were not coordinated, and referrals were scattered. Now, funding may be provided by VR; it may serve younger students, and it may develop a special relationship with Brownell Center to serve as a coordinator for its services to Work-Study/Special Needs students.

A variety of relationships between Work-Study/Special Needs and public and private community agencies and other groups have been described in conjunction with the program's individual components. At this point suffice it to reiterate that Work-Study/Special Needs has developed a number of agreements, formal and informal, permanent and ad hoc to supplement the services it provides to handicapped students in the city school district. Work-Study/Special Needs retains responsibility for its students' educational programs when they are referred; they are still Cleveland Public School students even if, as in the case of those who become clients of United Cerebral Palsy Workshop, they receive virtually all of their vocational preparation outside the school system proper.

The cooperating agencies offer a huge variety of services, similar to the list of those brokered by VR. Many of the students referred to outside agencies are considered poorer vocational risks than the majority of Work-Study/Special Needs students, and they are expected to require further services from these agencies after they leave school. Some are referred at graduation. In fact, many are already VR clients while in school, and the services of the outside agencies are paid for with VR money. Other support for many of these agencies comes from the United Fund. The United Cerebral Palsy Workshop is an exception to these generalizations about funding; it is largely supported by Work-Study/Special Needs in a formal contractual arrangement described earlier.

All of the cooperating outside agencies have a liaison of some kind with Work-Study/Special Needs. IEPs are used by the agencies while their clients are still Work-Study/Special Needs students, and the students spend half of their schoolday at the home high schools and half at the agency. The strengths of the cooperative relationships between Work-Study/Special Needs and the community agencies are the individualized and specialzed services the latter can offer. Weaknesses include distance, communication, record keeping, and delays in initiation of service after referral. Many of these cooperative relationships are more than seven years old.

Major Issues

A 1977 study conducted by the Director of the Work-Study/Special Needs program showed that provision of appropriate vocational education to educable mentally retarded students in the Cleveland Public Schools resulted in significantly better employment records than those achieved by EMRs without such preparation. This and a variety of other evaluations, formal and informal , have demonstrated that the Cleveland Work-Study/Special Needs program works. There are problems, of course, not the least of which are the financial and population problems of a large urban area in a largely rural state.

Cleveland has had major financial difficulties in the past few years, and the state Department of Education has had to make huge contributions to keep the city's schools in operation. The state also essentially took over the school system for a period of time. Moreover, the legislature tends to be dominated by rural interests, and it has been less than sympathetic to some of Cleveland's educational needs. The city's population is declining slowly, and the proportion of minority students is increasing, which places additional burdens on the school system. Approximately one-third of students' families receive some form of welfare assistance, and the mobility rate (an index of transfers, entries, and withdrawls) of students is very high. Thus, administrative headaches mount while the school system is expected to perform some functions that families cannot. In short, there are a variety of financial and personnel shortages to contend with. These are perceived as more acute in light of Work-Study/Special Needs desire to offer better and more extensive services in some areas seen as essential to a successful vocational outcome.

Another major area of concern for the Work-Study/Special Needs program is its relationship with the Bureau of Vocational Rehabilitation. A recent memorandum of understanding, mentioned earlier, has removed some obstacles to cooperation, but problems remain. From the perspective of Work-Study/Special Needs, VR should become more financially involved in occupational preparation of Cleveland's handicapped public school students. It should also seek referrals more aggressively, develop more sheltered employment opportunities for the severely orthopedically handicapped, and learn more about the relationships of particular handicaps to performance on the job. The Work-Study/Special Needs program needs more of what VR has to offer. VR's problems with similar benefits and third-party agreements are understood but not perceived in Work-Study/Special Needs as insurmountable obstacles.

Work-Study/Special Needs must also contend with old attitudes in the school district about the handicapped and the supposed second-class status of vocational education. Many high school counselors remain oriented almost solely to the college preparatory track, and some administrators consider programs such as Work-Study/Special Needs to be "frills." Moreover, as Work-Study/Special Needs students are in their home high schools for half of each school day, resistance by non-special education personnel and students to mainstreaming must be dealt with.

The attitude and effort of vocational education personnel in serving Work-Study/Special Needs students are highly praised by staff members on the special education side of the program. Handicapped students have a choice of regular or special vocational education; the vocational educators who teach the handicapped are perceived as flexible and cooperative and as practitioners of what they teach. However, as in any program of this type, there is a continuing need to provide them with better ways to teach the handicapped and to modify curricula and techniques to meet the seemingly endless variety of special vocational problems of the handicapped. There is also a philosophical difficulty: Vocational education is intended to culminate in successful employment; that is not always a feasible goal, or even the most useful one, for special education students. Often, the preparation for at least semi-independent living, the opportunity for personal and social adjustment, and all the other concomitants of vocational education are more important than the preparation for employment. The conflict of these ideas does not have devastating consequences for the Work-Study/Special Needs program, but it gives rise to some uncomfortable cognitive dissonance.

None of these concerns has prevented the provision of sound, useful occupational preparation to Cleveland's handicapped public school students. The Work-Study/Special Needs program continues to function in spite of its difficulties and to refine and expand its services. Its annual proposals now request funding on the order of one million dollars.

KENT INTERMEDIATE SCHOOLS

Chapter 6

GRAND RAPIDS, MICHIGAN (Kent Intermediate)

Overview

The Michigan model for the delivery of vocational education services for handicapped persons is founded upon the premise that all handicapped persons have available to them a free and appropriate public education. The delivery of a continuum of appropriate programs and services to handicapped individuals requires the cooperative efforts of special education, vocational education, and vocational rehabilitation. The interagency agreement between the Kent Intermediate School District and the Michigan Bureau of Rehabilitation Services is based upon a mutual commitment to the philosophy of placement of handicapped persons in the least restrictive environment and a commitment to the provision of coordinated services which result in effective vocational education and job placement.

Seeking to deal with problems of providing for a rapidly growing population and for special needs students, the Kent County Board of Education proposed the Kent Intermediate School District (KISD). In elections held in 1957, the electorate approved a county-wide special education district and authorized the levy of a one-half mill tax to support the program. Later, a vocational education charter millage was added. Programs outside the city of Grand Rapids began to grow rapidly as a result of new and more stable funding and the increasing demand of parents for programs aimed at the previously unserved students. In 1963, the Kent County Board of Education became the Kent Intermediate School District. During the early and middle sixties, a continuing merger or reorganization of local districts eliminated the one- and two-room school. The state's Auxiliary Services Act of 1965 made equal special education support services available to students enrolled in nonpublic schools. By 1975, because the large number of students served by KISD was creating problems in planning, coordination, and transportation, the District was divided into four regions; the Grand

Rapids Special Education Program was made one of the four regions. This permitted local school districts or regional offices to assume responsibility for most of the itinerant services previously provided by KISD on a contractual basis. The KISD special education staff was reduced from 132 to 32 people who were employed as vocational rehabilitation consultants, occupational and physical therapists, mobility specialists, audiologists, homebound and mental health personnel, and supervisors.

KISD includes some 20 local school districts and eight private schools. The total number of students enrolled in the public sector is approximately 96,000; some 18,000 are enrolled in nonpublic schools. Grand Rapids has a population of approximately 186,000 while the urban area surrounding Grand Rapids has a population of 597,000. There were 9,000 identified handicapped students served by KISD during the 1978-1979 school year. These included the severely mentally impaired, trainable mentally impaired, severely multiple handicapped, severely emotionally impaired, hearing impaired, visually impaired, physically or otherwise health impaired, neurologically impaired, and learning disabled. The total special education budget was $19,000,000 last year, and the vocational education budget was approximately $3,000,000.

The underlying philosophy of KISD stresses the development of needed programs which cannot be provided by constituent school districts. Hence KISD has developed programs for low incidence disabilities or comprehensive programs too expensive for a small district to provide. Often KISD takes the leadership role in identifying needs for a new program or service, then initiates the program, and later encourages a local school district to take over after the program is established. The KISD Board of Education is composed of five elected individuals from the 20 local school districts making up the Kent District. Therefore, this group can serve in an areawide planning and coordinating capacity.

KISD has two Associate Superintendents: one administers the divisions of Special Education, General Education, and Vocational Education; the other Associate Superintendent is responsible for personnel, finance, and facilities. In addition to administering their own programs, they have the additional task of coordinating programs which cut across these divisions. The interagency program with the Bureau of Rehabilitation is coordinated by a supervisor who is administratively responsible to the Assistant Superintendent for Special Education.

Vocationally Oriented Programming

From the time the special district was formed, KISD has been fortunate in having an administrative staff committed to vocational education for the handicapped. The current Director of Special Education has a strong belief that occupational preparation should begin early in school and provide ever-increasing opportunities for experience in the world of work. He rejects the notion that the public school has total responsibility for the handicapped student and firmly believes that the Bureau of Rehabilitation and the schools should work cooperatively in planning the delivery of services. Also, he advocates a gradual transition from a primarily academic curriculum content to curriculum content which is functional and vocationally oriented.

The cooperative program between KISD and the Bureau of Rehabilitation began in 1969 and now supports a staff of 14. The Bureau supports a one-quarter time supervisor, one counselor, one consultant, two secretaries, and one office manager. KISD supports one supervisor, five consultants, one secretary and one part-time consultant. The consultants are called school rehabilitation consultants and function essentially as vocational rehabilitation counselors.

To be eligible for the program the high school student must be at least 15½; must have a physical, mental, or emotional disability considered to be a substantial handicap to future employment; and must become capable of employment with the help of vocational rehabilitation services. The school's goals are to enable the handicapped to become employable by providing occupational training, to help students overcome their disabilities as much as possible through the means of restorative services, and to improve their personal-social skills through counseling and therapy. The services include vocational testing, counseling, medical evaluations, medical restoration and treatment, dentistry, and provision of prosthetic devices. Rehabilitation personnel can also certify a person as handicapped under Michigan's Second Injury Law. This legislation was enacted to encourage employers to hire the handicapped because it limits liability under Workman's Compensation to not more than a two-year period if a handicapped person receives a secondary injury while employed. The Bureau provides $184,000 case services money to purchase needed services such as medical evaluations or prosthetic devices. Budgeted annually, these funds are based on the anticipated case load to be served. KISD provides office space for the staff. The personnel supported by KISD may participate in rehabilitation sponsored in-service training, but they must pay transportation and per diem costs.

The cooperative vocational education, special education, and vocational rehabilitation agreement spells out the assignment of responsibilities. The public schools must make certain that handicapped students who cannot complete a normal course of study will have access, on an equal opportunity basis, to vocational education. Special education services support special education teachers, teacher consultants, and other ancillary personnel. Prevocational and personal adjustment is the responsibility of the operating school district special education staff in conjunction with general education teachers. Special education funds must be used to support individual vocational training and special vocational education.

The policy of vocational education services is that special education students have equal opportunity for regular vocational education programs. Vocational Education Special Needs funds may be used to support secondary special education students in adapted vocational education programs. An eligible special education student may not be served in a vocational education program unless previously recommended by a Special Educational Planning and Placement Committee (EPPC) and by an Individualized Education Program. Prior to assignment of an eligible special education student to a vocational education program, the following criteria must be met:

1. Such programs must have performance objectives based upon preparation for entry-level employment;
2. instructional methods must be designed to meet the individual requirements of the special education eligible student.

As funds become available, Special Needs funds will be used to support post-secondary vocational programs for the handicapped and special vocational education programs.

Handicapped students whose disability precludes graduation from the normal course of study must have access to a work-study program. Special education service staff are responsible for work-study services when they cannot be handled by the Vocational Education Cooperative Coordinator. The Michigan Bureau of Rehabilitation provides the supportive services needed to help handicapped students succeed in work-study placements.

The Bureau of Rehabilitation is responsible for coordinating post-school training and placement of all handicapped adults 18-25 who have completed an approved course of study or have graduated from a local or intermediate school district special education program.

The Bureau also accepts the responsibility for providing services to those handicapped youth age 16 or over who have not completed an approved course of study but have withdrawn from a local or intermediate program. When students are interested in returning to school, the Bureau of Rehabilitation will confer with the school district of jurisdiction in an attempt to plan a structured educational program, possibly including vocational training program(s), that would lead to the completion of an approved course of study.

The public schools are responsible for the education and training of nonspecial education eligible students with a handicap or severe health problem. When it is suspected that the handicap or health problem will cause an employment handicap, vocational rehabilitation will accept a referral and help such students plan for post-school training and employment.

Providing staff, equipment, and building space for special education services required under the state Mandatory Special Education Act is the responsibility of the local and intermediate districts. Therefore, grant funds administered by the Bureau of Rehabilitation for the development of rehabilitation facilities may be used only to augment local or other funding sources.

The Joint Services Study Committee assists local and intermediate school districts in the planning, development, implementation, and evaluation of cooperative vocational technical education, vocational rehabilitation, and special education programs and services.

At KISD, school rehabilitation consultants are the heart of the cooperative program because they have direct contact with those professionals in each high school who work with the handicapped: counselors, special education teachers, and teacher consultants. The consultants help orient the counselors to the nature of handicaps, to the special needs of the handicapped, and to the necessary resources. The high school counselor, in turn, works with the teachers who serve the handicapped in their classes. The rehabilitation consultants also engage in job development and provide job placement services. They attend the EPPC meetings to present the medical aspects of the student's problems and to provide information on vocational potential and job placement opportunities. The KISD model has not totally used the on-the-job training approach for students in school. There are some work/study programs, but they are generally supervised by special education personnel within the local school districts.

The cooperative program began with 200, reached a high of 700, and now has a caseload of about 550. The staff successfully placed some 155 students in employment last year. The program supervisor estimates that approximately 34% of the students can be considered severely handicapped. The fact that the supervisor of this program is housed in the KISD central office and is administratively responsible to the Director of Special Education facilitates the use of all of the resources of KISD in the occupational preparation and job placement. The major programs sponsored by KISD are described in the following pages.

Secondary Program for Educable Mentally Impaired

The Kent Occupational High School (KOHS) is a comprehensive high school for the mentally impaired (educable mentally retarded except for 12 students with a learning disability and a few who are below the educable level). In 1961, the school began operating in an unused high school which dated back to 1929. However, when bond funds became available, a physical plant specifically designed for these students was constructed in 1975. The new building contains six pods, with provision for small and large skills training, classrooms, a large commons area for informal social gathering, a snack bar, a student lounge, and a game room.

The program for the typical student covers three and one-half years with entrance at age 15½ and graduation at age 19. However, a student may remain until age 26 if additional time is required for further maturation or for gaining new skills. The school day is divided into two broad categories with approximately one-half day devoted to classroom offerings and the other half to skills training.

Designed for the mentally retarded student, the classroom offerings differ considerably from those of most high schools. The staff uses teacher-constructed curriculum materials as well as appropriate commercial materials. Also, the staff compensates for its students' reading limitations, and finds materials developed for the Job Corps, underachievers, and for foreign born to be helpful. The focus is on preparing students to master those skills needed for social and vocational competence in the post-school world. Three courses in home and family living deal with self-understanding, understanding others, dating, marriage, and sex education; three courses cover employment strengths, job availability, securing a job, and visits to potential job sites; two courses in government stress the demands of society upon the individual and the services that government and agencies can provide the individual. A consumer education course deals with purchasing, financing, banking, and money management. The driver education course offers twice the classroom and practicum driving experience given in regular high school classes and includes group and individual sports. There is one course in remedial math; the class in remedial reading is semi-programmed and seeks to build basic skills. Finally, a two-hour class covering all skills necessary to employment, a pre-on-the-job training course, is taught just prior to job placement. In addition, courses are offered in grooming, arts and crafts, and music.

During the other half of each day, the student is involved in skill training areas. The name may be somewhat misleading since the student does not concentrate in one area to learn a trade which can be immediately used upon graduation. Rather, the student is exposed to a maximum of 10 different skill areas for a minimum of nine weeks each. The purpose is to provide an environment in which students may be evaluated according to their abilities and the types of skills each of these vocational areas requires. This plan permits students to discover whether they enjoy a particular type of work; they also gain both specific job skills and general work skills which can be used in a variety of settings.

The philosophy underlying offering a variety of job-training experiences is that the mentally impaired will need certain skills necessary for entry into the unskilled and semi-skilled areas of employment. It is generally assumed that these students do not have the capacity to compete in a skilled profession and will need a variety of experiences to enhance their employability and their ability to adjust to an entry-level job.

The skill areas presently offered are those found to be most available in the community and in keeping with the student's potential. These include autobody repair, auto service and maintenance (including engine tune-up), industrial skills training (in a simulated factory with overhead and table conveyors, small power tools, and warehouse), wood shop, commercial laundry, commercial sewing, housekeeping, custodial and matron training, commercial and home food preparation, and snack bar operation. Training content is oriented to the type of activities students are likely to encounter. For example, they are encouraged to work on their own cars or on the cars of friends.

As mentioned earlier, the program does use a work-study approach which allows students to be rotated among a variety of job stations in the community during the course of their high school training. When students reach 18, an attempt is made to locate jobs which will result in immediate full-time employment. This is done for several reasons: First of all, when students reach age 18, there is no conflict with state and federal statutes regarding employment; secondly, the school administration feels that students may not take their job responsibilities seriously if they are not being paid and if they know they are involved in a short-term placement without the demands of a regular job. When a student is placed on a job, it is assumed the job will be permanent unless the student is unable to conform to the standards, becomes unsatisfied with the work, or is able to move on to a higher level job in the future.

The types of employment used in the Grand Rapids area are quite varied depending upon student interest and capability. For some, washing dishes in a commercial food establishment may be as far as these students can go. Others are able to operate punch presses or milling machines to earn a salary of five dollars or more an hour. Many students adjust better to an assembly-type factory job than to a job which requires many skills, such as working in a gas station.

At the beginning of the school year in which students turn 18, they are assigned to one of three on-the-job training coordinators. These staff members are responsible for students' educational and employment programs. Students are eligible for graduation when they complete either a minimum of 9 months of full-time competitive employment or a combination of a minimum of 14 weeks of such employment plus assorted part-time employment. A regular graduation ceremony takes place, complete with cap and gown and senior prom. However, the staff service to these graduates does not end there because many require occasional assistance with marital, job, or money problems. If unable to maintain a job, a student may continue in training at KOHS until age 26.

The physical plant was constructed for 400 students; 334 were enrolled in the 1978-79 school year. Not all educable mentally retarded students attend KOHS. Some are served in their own high schools, particularly in the Grand Rapid School District, which typically sends around 100 students to KOHS. Most of the KOHS students come from middle or lower socio-economic backgrounds. The principal believes that the students he serves could not adjust to or profit from a mainstream or resource approach. In terms of their secondary program, both the administrations of the school district and the high school believe they are in compliance with requirements of the Education for All Handicapped Children Act (P.L. 94-412). Basing their opinion on available research evidence as to the effectiveness of mainstream programs for high school EMR students, the administrators maintain that these students are not being prepared vocationally or socially to compete effectively in the community upon graduation. These students require an entirely different curriculum than one that could be adapted to the usual secondary school. Also, the type of physical plant, equipment, and schedule so necessary for these students would not be feasible in most high schools. For these students, the staff argues, KOHS represents the least restrictive environment.

A number of follow-up studies have been conducted on graduates from KOHS, most recently in 1977. This study randomly sampled 100 individuals from among the 474 graduates who had graduated during 1964-1977. The mean IQ of the graduates was 66, the mean age 19; 64% were male, 36% female. Of the graduates studied, 19% worked in packaging and materials handling occupations, 16% in food and beverage preparation and service occupations, and 10% in lodging and related service occupations. Some 65% of the graduates were living in urban areas in contrast to 35% in rural areas. Thirty-one percent of their fathers were in the skilled blue collar category and 38% in unskilled labor. Only 9% of the fathers worked in professional or business categories. An earlier study of former graduates found that 89% of those interviewed were handling their own finances and 61% were living on their own. Only 6.5% were found to be unemployed.

Secondary Programs for Visually, Hearing, and Physically Impaired

Programs for the visually impaired, hearing impaired, and physically or otherwise health impaired students in grades 7-12 are based at the Ottawa Hills High School. These students are provided with a continuum of services ranging from a sheltered self-contained environment to complete integration into the general education program. In conjunction with the academic aspects, occupational, speech, and physical therapies, prevocational and vocational training are an important part of the curriculum. Students can be given a complete academic program or the adapted program offered in the Orthopedic Center attached to the Ottawa Hills High School. These students may enroll in part-day programs at other schools, for example, vocational education at one of the Skills Centers (described later).

The cooperative vocational rehabilitation project mentioned earlier provides assessment services in conjunction with the Ottawa Hills program. This program emphasizes community living skills, sheltered and competitive employment, and driver training. Some students receive on-the-job training experience. If a more severely handicapped student would profit from sheltered workshop activities, subcontract work may be brought into the Center to provide this experience. Tutorial assistance and Braille classes are offered in the resource room.

There are usually about 100 students served in this program. Typically, about 40 are physically handicapped, 40 hearing impaired, and 6 visually impaired. Space has been adapted in a local nursing home where some students from outside Kent District can live during the week. These boarders return home on weekends.

Field trips are used rather heavily to assist students in making a career choice. Jobs which are potentially within their capability are selected for study. The teachers, sometimes assisted by students, take slides, interview workers, and write a script for a slide-tape presentation. These slide shows become available to other students. Students may then choose from among these jobs for a personal field trip which acquaints them with the demands and duties of a specific job. Most of the Ottawa Hills program students are in regular classes at least a part of the day.

In Michigan the vocational rehabilitation for the blind, operating from a separate agency housed in the Department of Social Services, provides some direct services to the visually impaired in the Ottawa Hills program. Though the state residential school for the deaf has not developed programs for the multiply handicapped deaf, KISD does provide for these students at the Lincoln Developmental Center.

Trainable and Severely Mentally Impaired

The Lincoln School Campus includes Lincoln School, which serves the trainable level students; Lincoln Developmental Center, which serves the severely retarded and multiply handicapped; and Lincoln Activity Center, which serves teen-age and young adult trainable and severely mentally impaired. Most of these facilities are new, having been constructed with special bond funds appropriated in 1973.

The enrollment at the Lincoln School was 259 in the 1978-79 school year. Twenty-three of these are preschool age, 96 elementary age, and 142 secondary age. The core program emphasizes social skills, practical skills in daily living, language and communication, fine and gross motor development, job-related skills, and recreation. Upon reaching 18, students may continue in a core program until 25 or move into prevocational and vocational education or into a long-term sheltered workshop. Offering recreation as well as work activities, this workshop has no minimum production standards.

In 1978-79, the Lincoln Developmental Center served 71 elementary age students and 56 at the secondary level. The curriculum stresses toilet training, self-help skills, ambulatory development, auditory discrimination, perceptual development, and language development. For the older severely mentally impaired, learning simple jobs and related work skills is emphasized.

The Lincoln Activity Center is designed to provide an educational work experience to handicapped residents of the community, primarily students from Lincoln School and Lincoln Development Center. Skills emphasized include fine and gross motor coordination, communication (including verbal, sign and Bliss symbols), self-help and daily living, and leisure time. This Center does have subcontracts for various assembly tasks in work training. A required distinction between a workshop and an activity center is that a worker's production at an activity center is less than 50% of the production of a nonhandicapped worker.

Emotionally Impaired Secondary Students

Mental Health Consultants are available from the KISD central office to work with schools and hospitals serving emotionally disturbed students. This has been particularly helpful for students returning to school after a period in an intensive treatment program.

The Kent Educational Center is a county-wide program for severely emotionally disturbed children and youth. Referrals come from many sources. The adolescent program has one wing for aggressive and acting-out youngsters and one wing for individuals with withdrawn and more psychotic behaviors. There are a total of 69 being served.
Those individuals who can adjust to a part-day program can enroll at one of the Skill Centers or at Kent Occupational High School. The Kent Educational Center program is a day program rather than a residential one. It can be considered a dual program as students receive psychiatric and psychological services as well as attend educational classes and tutorial sessions. Most emotionally disturbed students in Kent County recieve education within their own local school district or with an adjoining school district on a contractual basis.

Other Special Education Services

As pointed out earlier, when regional offices were established, the staff member who provided services to local schools on an itinerant basis were assigned to the regional offices or to local schools. These services include therapy to students with speech and language problems. Teacher-consultants provide support services to regular classroom teachers who can remain in regular classes with this assistance. These consultants also provide homebound instruction on a temporary or long-term basis. Trained social workers identify problems and situations interfering with the ability of children to make optimal use of the educational experience. They provide a problem-solving service to children and their families through individual, group, and community social work methods, to enable them to cope with problems adversely affecting the ability of children to function in school. They also coordinate and develop resources within and outside the school system for use by students, their families, and school personnel. Social workers also function as members of educational diagnostic teams and educational planning and placement committees, and provide biological, psychological, and sociological assessment information related to planning for children with adjustment problems.

The school psychologists are involved in planning educational intervention strategies, curriculum, management, and teaching strategies for pupils. They evaluate students referred as potential candidates for special education programs and present reports to the local educational authority on these pupils. Finally, they provide counseling and consultation to pupils, administration, school personnel and parents.

The Hearing and Speech Center of Grand Rapids provides hearing evaluations, hearing aid selection and analysis, speech auditory testing, and counseling to students and their parents. The audiologists regularly consult with local day school programs for the hearing impaired in the KI district to insure maximum benefit from amplification. Also, when children are identified in the Center as having hearing impairment, the audiologists refer the family to special education programs in the area. Severely hearing impaired students are primarily served by the total communication program at the Northview Public School. This school uses a total communication approach to language which includes home signs, formal sign language, finger spelling , speech reading, amplification, reading, and writing.

For those students who do not require a comprehensive rehabilitation center, occupational and physical therapy services are available from the KISD Central Office. Consultants work with teachers and families to implement a home and school program which will assist the student in developing neuromotor, self-care, and daily living skills. Consultants trained in dealing with the emotionally disturbed student are also available through the Central Office. The state Department of Mental Health is providing some $40,000 to help support this service. Orientation and mobility specialists are also available to assist blind students to travel safely, efficiently, and effectively within their environment.

The KISD Central Office is also the home of a media center which is supported by Title VI funds (P.L. 94-142). Instructional media are available for loan for classroom, professional, and parental use. Two small centers are also placed in the Ionia and Montcalm Intermediate School Districts. This program publishes a monthly newsletter which reports on new techniques and materials.

The Ken-O-Sha School houses a variety of special programs. One of the major programs, the Regional Diagnostic Center, provides diagnostic and consultative services for persons from birth to 25 years of age who are multiply handicapped. Individuals referred to this interdisciplinary Center present more difficult or complex problems than those served in their local schools. Another program is for high-risk infants (from birth to age two) and for their parents. Many of these infants proceed into a preschool program for physically handicapped youngsters up to six years of age. Preschool children with major speech and/or language delays are served in the Ken-O-Sha Speech Clinic. Parents must transport their children and be involved in the program. Finally, elementary-age children with physical or other health impairments are served at this school. Some children are mainstreamed into regular classrooms when appropriate. Another special program serves visually impaired elementary children.

Vocational Education

The Kent Intermediate Vocational Education Program budget is approximately $3,000,000 for some 2,100 students and 2,000 adults. An estimated 10% of the funds are spent on handicapped students. There are two area vocational skill centers in KISD. Each Skill Center is alloted a certain number of slots according to school population; constituent school district personnel select the students who will be sent to each Skill Center. Fifteen percent of all

11th and 12th graders attend one of the centers. Diagnostic educational testing upon entrance is not routine; some of the handicapped go unrecognized by the vocational instructors. However, because of the level of the Skill Centers' courses and their goal of equipping each student with an entry-level job skill, most mentally retarded cannot cope with the regular curriculum. An estimated 100 handicapped are served in each Center; most are physically handicapped. One of the Skill Centers usually operates a summer program for four weeks to give a group of educable mentally retarded a trial experience at the program. Those who demonstrate potential to adjust to the regular program are then admitted in the fall. During the summer of 1980 CETA will provide funding for 50 handicapped students who will participate in a three-week career exploration experience at two skill centers. This opportunity is offered as a joint venture by CETA, special education, vocational rehabilitation, and vocational education.

A special educator has been placed at one of the Skill Centers to work with handicapped students. This person spends most of her time helping the instructional staff adapt their programs, materials, and equipment so that the handicapped can adjust to this educational facility. The staff members indicate that the emotionally disturbed comprise the most difficult group to handle in that setting.

Skill Centers offer 34 occupational areas such as business, industry, construction trades, home and child management, and agriculture. Some courses are one-year, senior level; other courses last for a student's final two years. After attending two and one-half hours in the morning or afternoon, the student spends the other half day in his own home high school. The Skill Centers are located in well-designed, well-equipped modern physical plants. The learning environment appear ideal; clearly, the staff does an excellent job training those students who can handle the technical education.

Each local high school has a liaison person who coordinates the activities of students involved in the Skill Centers and consults with parents and Skill Center staff. A student may take as many as three courses in some high schools. Each Skill Center employs a placement person and reports about 75% success in placement (including placement in higher education programs). All of the instructors in the Skill Centers are state certified and are expected to make four visits per month to employers to assure that the Centers provide up-to-date training in viable areas of industry. During the course of these visits, they may also create job opportunities for students.

Many of the local high schools also have vocational education courses offered at the local level. However, these courses are the more traditional ones such as manual arts, home economics, and typing. Nearly all local school districts offer some vocational training programs; however, local school districts offer the more traditional and popular training programs.

Other Community Programs Affiliated with Kent Intermediate

There are two sheltered workshops for high school age handicapped students. By definition, a workshop serves clients able to perform at least 50% of the production rate of nonhandicapped persons. Goodwill Industries provides vocational evaluation, personal-social adjustment training, and vocational training. The vocational evaluation is generally a four-week assessment with two weeks devoted to testing and two weeks devoted to work in the contract area. From various job samples, Goodwill staff members select those which are appropriate to each client such as the Singer-Graflex, JEVS, Valpar, and Hester. Standardized IQ and aptitude tests are also used. The Bureau of Rehabilitation Services contracts with them for evaluation, which usually costs $500-600 per client. Frequently a job-tryout is utilized in order to gain an employer's assessment of the client's job skills.

Pine Rest Christian Rehabilitation Services offers a four-week prevocational evaluation as well as work adjustment training, and short-term residential services for clients who live some distance away. In addition, Pine Rest has an independent living program for older handicapped clients. One technique utilized at Pine Rest, videotaping clients working and then playing back their work performance, has been particularly helpful in giving clients insight into their own strengths and weaknesses.

Cooperative Program Planning and Implementation

Identification of Handicapped Students

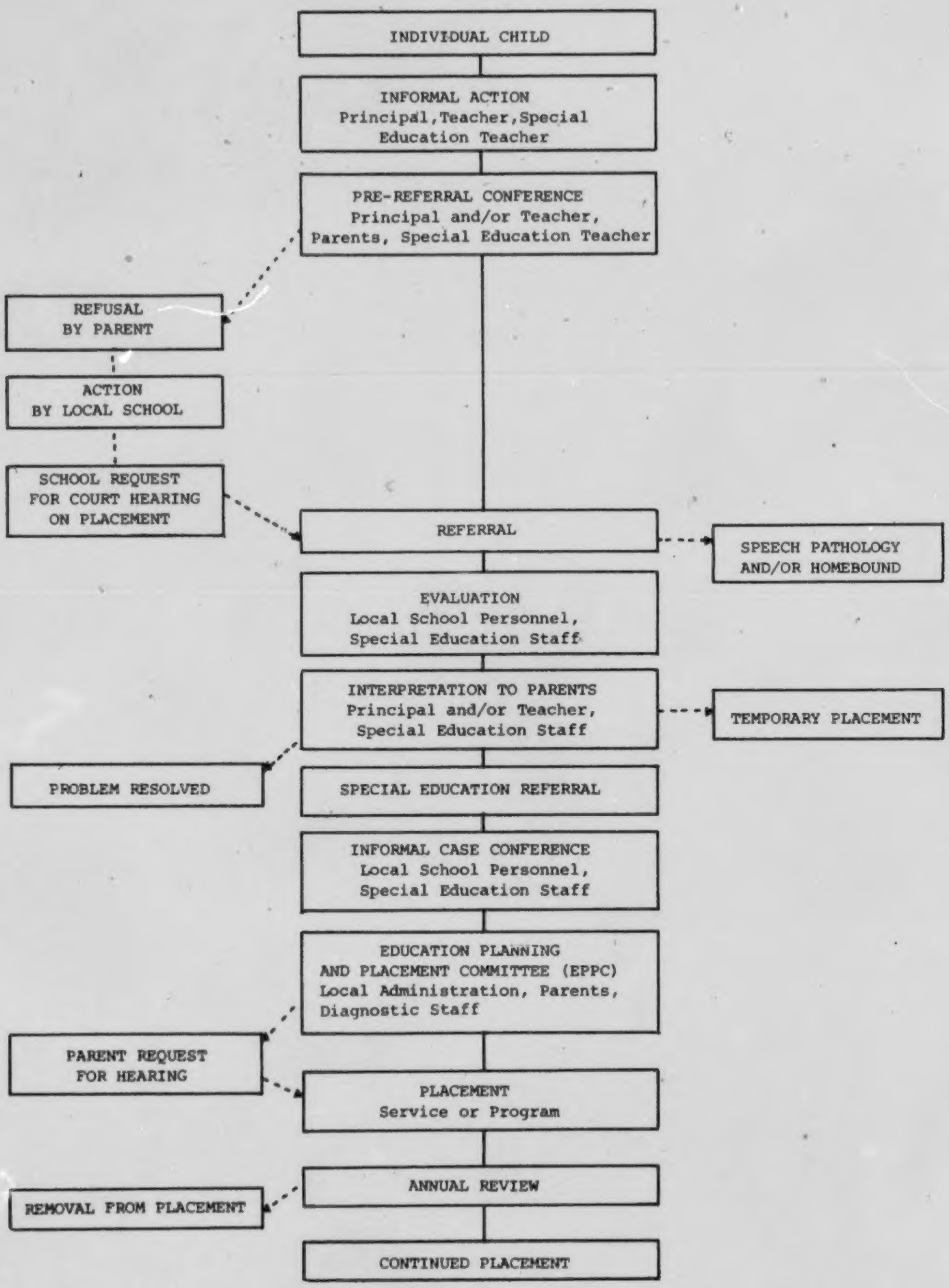
Kent Intermediate has a well-developed system for identifying students with special needs. Many of the Central Office staff, including the supervisor of the vocational rehabilitation consultants, spend a great deal of time in community relations and education. This activity results in numerous referrals from physicians, parents and other referrals by way of informal channels within the local school districts. All students identified in elementary or junior high school as handicapped and requiring special education services are routinely screened. Those who appear to need the cooperative vocational rehabilitation program are then interviewed for possible inclusion in the program.

Perhaps the greatest source of referrals is an annual health survey conducted among all ninth graders in the Kent Intermediate School District. Each spring, the vocational rehabilitation consultants distribute some 6,000 health survey forms to all freshman students. The principals and teachers are highly supportive of this program, making sure that students complete the forms. After the forms have been returned and reviewed, the consultant personally meets with each identified handicapped student to discuss the rehabilitation program. This student meeting is followed by a home visit where the consultant explains the program to the parents and obtains written permission to work with their child.

Development and Coordination of Student Programs

In the Kent Intermediate School District, when a child is referred to special education services, a number of informal steps are followed (see Figure 6.1). These include conferring with the special education teacher most likely to receive the referral. If, after this contact and a review of the child's records, a referral appears appropriate, a prereferral conference is scheduled. The conference usually involves the parents, the principal, the referring person, and, if possible, the special education teacher. A special education evaluation will be completed by the school psychologist, or several of the conference participants. If there appears to be no need for special education services, educational planning can

FIGURE 6.1: STUDENT FLOW CHART


INDIVIDUAL CHILD
INFORMAL ACTION
Principal,Teacher,Special Education Teacher
PRE-REFERRAL CONFERENCE
Principal and/or Teacher, Parents, Special Education Teacher
REFUSAL BY PARENT
ACTION BY LOCAL SCHOOL
SCHOOL REQUEST FOR COURT HEARING ON PLACEMENT
REFERRAL
SPEECH PATHOLOGY AND/OR HOMEBOUND
EVALUATION
Local School Personnel, Special Education Staff
INTERPRETATION TO PARENTS
Principal and/or Teacher, Special Education Staff
TEMPORARY PLACEMENT
PROBLEM RESOLVED
SPECIAL EDUCATION REFERRAL
INFORMAL CASE CONFERENCE
Local School Personnel, Special Education Staff
EDUCATION PLANNING AND PLACEMENT COMMITTEE (EPPC)
Local Administration, Parents, Diagnostic Staff
PARENT REQUEST FOR HEARING
PLACEMENT
Service or Program
ANNUAL REVIEW
REMOVAL FROM PLACEMENT
CONTINUED PLACEMENT

be done without formally scheduling a conference of the Education Planning and Placement Committee. The EPPC must meet to consider any change in educational status due to a mental or physical handicap requiring special services, even if the committee recommends placement in regular education. The minimum membership of the committee consists of a representative of the KISD administrative staff, an educational diagnostician, and the parents if they choose to participate. An advocate for the student from the educational staff is chosen at the committee meeting. This person insures that the committee's recommendations and plans are carried out. When the plan is developed, the parents are asked for their written approval.

If the student is 15½ or older and physically impaired, a representative of vocational rehabilitation joins the EPPC for the purpose of considering any needed physical restoration. Also present is a representative of vocational education and the handicapped student (if that student is over the age of majority). The decisions regarding the individualized educational plan (IEP) must be based in part on prevocational evaluation, reading level assessment, computation skills, and personality factors.

The special education staff responsibility includes the provision of assessment procedures to determine the current status of the handicapped student's functioning in the cognitive, psychomotor, and affective domains. Special consideration is given to unusual learning modalities, teaching techniques, and/or special instructional materials needed to enhance the learning experience of the individual.

Vocational education staff responsibility includes the description of vocational program availability, program alternatives, available modifications, labor market demand, supportive service availability, and required entry/exit levels of ability within occupational training program areas. Further, vocational education staff can inform the EPPC regarding math, reading, and psychomotor skills necessary to function successfully in the occupational training program.

Vocational rehabilitation staff responsibility includes provision of access to a medical consultant who can provide interpretation of clinical data. The School Vocational Rehabilitation consultant may also purchase diagnostic data deemed necessary to determine the extent of the student's innate potential when such information is not available from the schools. A number of additional services are available for vocational rehabilitation eligible students: vocational counseling and guidance; funds to offset employers' costs for extra supervision needed to provide appropriate work-study training; medical evaluation and consultation; funds to supplement the student's own resources when needed for physical restoration, training material, artifical limbs, braces, hearing aids, etc., which would help the student become suitably employed. Post-school follow-up which could include additional vocational training, job placement, and counseling is required to insure suitable employment.

An EPPC is also convened for the purpose of considering a student's readiness for graduation or successful completion of individual terminal program criteria, or upon the student's attaining age 26. There are two major issues for consideration at this EPPC:

1. Has the student completed the requirements necessary for job level? If not, then he/she must be recycled through the vocational training program. If the student has successfully completed the individually prescribed personal adjustment, prevocational and vocational training programs, along with any other local and/or local district requirements, the EPPC should recommend graduation
2. when severely multiply impaired, trainable mentally impaired, and severely mentally impaired students have completed an approved list of terminal objectives or competencies, they should be recommended for a certificate of program completion; for those severely impaired students, 26 year olds who cannot fulfill either level program, the EPPC should change the educational status to school leaving and refer students to appropriate community services

Coordination of a student's program is provided by a number of individuals. As pointed out earlier, the area vocational rehabilitation consultant is assigned to serve as liason between Kent Intermediate and its various vocationally oriented programs and specific high schools. The consultant's duties include the gathering of pertinent educational, social, medical, psychological, and vocational data which assist the EPPC in making program decisions and assist the training facilities in implementing the vocational program. Through counseling and guidance, the consultant encourages the handicapped and their families to take advantage of these opportunities. Also, the consultant develops sources of employment suited to the client's needs and abilities, and assists in job placement. Further, the consultant confers with the vocational rehabilitation supervisor, medical consultants, and various high school personnel concerning problems in guidance, training, and placement of impaired high school students. Finally, the consultant maintains records, prepares reports, and conducts correspondence related to the handicapped person and the agencies involved.

These vocational rehabilitation consultants usually carry a caseload of approximately 100 students each. At any one time, of these 100 students, 25 might go to one of the Skill Centers and 20 to sheltered workshops. An estimated 40% of the consultant's time is devoted to completing required forms and reports. To determine whether a student might be eligible for rehabilitation services, School Vocational Rehabilitation consultants accept all referrals regardless of severity of handicap.

At each high school, a counselor has been designated to coordinate the programs for each handicapped person attending that school. This is particularly helpful to any student taking classes or getting work experience outside the school during part of each day. These counselors also assist with the annual health survey and provide counseling services to handicapped students.

At each local high school there is also a designated person concerned with job opportunities and job placement of graduating seniors. Beginning in 1975, to improve the efficiency and coordination of the system, an area placement coordinator was employed by KISD to work with these individuals as well as those from the Skill Center, the Occupational High School, and other public and private high school programs providing vocational training. This individual helps with job development and placement and acts as a contact person for all employers interested in hiring students. Each spring, the seniors are interviewed by the high school job placement person and asked about their future plans and desires for assistance in securing employment. Last year, approximately 2,000 full-time and 1,000 part-time job placements were made.

Use of Curricula and Computer Systems to Assist in Training and Placement

The use of computer print-outs provided by the Michigan Employment Security Commission contributes to the success of the job placement program. This information assists the placement person by matching student skills with the requirements for each available job.

KISD also uses a computer-programmed system referred to as the Michigan Occupational Information System (MOIS). This system is arranged so that a student can be quickly taught how to use it to obtain desired information. All students go through a series of steps deciding which area might be of interest and the jobs within that area which might be of particular interest. They are then able to locate information about the nature of the occupation, working conditions, requirements, salary, employment outlook, and sources of additional information.

Grand Rapids Public Schools, one of the KISD constituent districts, was selected as one of the test sites for a project directed by Central Michigan University. In the Vocational Education/Special Education Project (known by the acronyms of VESEP I and VESEP II), research initially focused upon the development and implementation of common units of instruction in which both the vocational education and the special education teacher could share the responsibilities of career education for special needs students. This activity led to the development of a joint special education/vocational education degree intended to provide preparation in both areas. A systems approach led to the selection of occupations and occupational clusters which would serve as the basis for instructional task module development. Based upon surveys, ten occupational clusters were chosen to categorize various specific jobs; each of the ten clusters have subclusters. For example, automotive and power service would include the occupations of air conditioning, appliance repair, auto mechanics, autobody repair, and small-engine repair. A teaching unit has been developed for each of these subclusters. The teacher's guide for each unit is provided on a task sheet which lists the essential knowledge and skills required for the job, possible instructional methods, instructional materials, vocabulary or language required, quantitative concepts involved, and suggestions for making the instruction more effective.

VESEP II is an extension of VESEP I. VESEP materials provide methods for surveying occupational interests and prevocational skills, and methods for teaching these skills so that students can have a successful vocational placement. Students' interests are identified through the use of a series of picture cards and a scramble board. The second phase of the VESEP II program focuses upon training in 160 social, physical, and intellectual prevocational skills important to job and community adjustment. These include such skills as achieving job safety, making change, and completing task assignment.

Range of Vocational Alternatives for the Handicapped

Kent Intermediate offers a wide range of programs which can be adapted to the needs of any handicapped student. The following descriptions summarize these programs.

Regular Education. This is a college preparation, regular vocational education, or general high school program for all handicapped students who can benefit from the placement. All students receiving non-instructional special education services (speech, social work, occupational therapy, etc.) should be placed in these programs. Students gain credits toward a regular high school diploma in accordance with the policies of the operating district. Vocational rehabilitation may provide post-school services, rehabilitation counseling, placement and follow-up services and may contribute toward the cost of placement, tools, physical restoration, etc., when the client, family, or another public agency cannot cover these expenses.

Adapted Vocational Education. Regular vocational programs are altered to accommodate special education eligible students who cannot otherwise be placed in the program. This alternative may be needed for handicapped persons assigned to teacher-consultants or special education resource rooms who need adapted instruction. Students receive credits toward a regular diploma. The program prepares special education eligible students for graduation which is followed by employment or post-school vocational training. Special education supportive services such as provision of a teacher-consultant, curriculum resource consultant, or work-study coordinator are available. Vocational rehabilitation services may be available as defined above.

Special Vocational Education. Generally, training pertains to semi-skilled labor (custodial, nurses's aide, etc.) or basic training in other areas (electronics, auto mechanics, secretarial, etc.) designed to provide prerequisite skills for entry into a regular vocational education sequence or to provide entry-level job skills. Designed for handicapped persons whose disability precludes integration into a regular vocational education program, it is usually limited to handicapped students assigned to self-contained special education programs. Students receive credits toward a regular high school diploma. Students complete the training with a job entry skill. Resources from special education and vocational rehabilitation are the same as for adapted vocational education.

Individual Vocational Education. This program offers training in special areas (Comprehensive Employment Training Act-Apprenticeship training, etc.) approved by a governmental agency and also offers a unique individual training program designed to fit a handicapped student's special interests if that training is not generally available in the geographic area (outboard-motor repair, tailoring, inhalation therapy, etc.). This program may be used for any special education students with special talents or special training needs. Community training stations may be used so long as students do not become employees and are not paid wages. Students receive credits toward a regular high school diploma. The EPPC must approve the training plan and the number of credits to be given. This type of program should provide job-entry skills and may also provide prerequisite skills for entry into post-school training. Special education may provide classroom programs and supportive services. Work-study services may not be provided until the completion of the training sequence. A vocational education or special education teacher may supervise the program. Rehabilitation may provide post-school services, rehabilitation counseling, placement and follow-up services, and may contribute to the cost of tools, restoration, etc., if the client, family, or other agency cannot cover these expenses.

Prevocational Evaluation Services. The program is designed for students whose disability precludes the use of the regular education sequence for obtaining vocational assessment. The service is provided in a sheltered workshop authorized by the U.S. Department of Labor. Placement is limited to six months and is considered a diagnostic service rather than an instructional program. Placement does not qualify for receipt of credits toward a high school diploma. Placement into vocational education, work activity center services, or sheltered or competitive employment are some of the usual outcomes. Students must be assigned to a special education classroom program.

Work Activity Center Services. This program is designed exclusively to provide work therapy for impaired persons whose handicap is so severe as to make their productivity capacity inconsequential. Placement in a work activity center is for a special education service; therefore, no credits toward graduation are given. Students usually remain in this program until they are no longer eligible for special education or until they are able to function in regular vocational education, community employment, or regular sheltered employment.

Work Study Services for Students Who Have Not Had Vocational Education This program is available to any special education student who has dropped out, has notified school of plans to drop out, or is within one year of termination due to age. Students must be employed and paid a legal wage. Students do not receive credits for placement in this program unless they have taken a VE program or are simultaneously enrolled in a related vocational education sequence. Students are expected to become employed as a result of this program. These students may be served by the special education classroom, supportive services, and vocational rehabilitation.

Agency Organization for Cooperative Planning and Program Implementation

The Michigan Department of Education is the umbrella agency for vocational rehabilitation as well as for vocational education and special education. The Director of the Bureau of Rehabilitation Services is at the same administrative level as four education assistant superintendents (superintendents of School Program Development, Research and School Administration, Higher Education and Adult Continuing Education, and Business and Finance). Vocational-technical education and special education services are both supervised by the Associate Superintendent for School Program Development.

There are 13 regional service areas in the Michigan Department of Education. Each service area has a director, supervisors, and specialists who serve as consultants. However, special education has 5 regions. Vocational education has 58 career education planning districts. Vocational rehabilitation has four regions; each regional office has a director, an assistant director, a financial officer, and a staff development person. The region, which includes Grand Rapids, is the largest and covers the Upper Peninsula and the lower part of Western Michigan. There are seven local vocational rehabilitation offices in the region.

The KISD has two Associate Superintendents and four directors who are answerable to the superintendent. Figure 6.2 shows the interagency relationships involved in this exemplary cooperative program. Perhaps because Michigan has had a history of cooperative efforts both within and among agencies, department heads from special education, vocational education, and vocational rehabilitation meet regularly to discuss their respective programs and ways they could work together to meet common goals.

There are a number of committees which enhance the quality of communication, planning, and cooperative programs at KISD. For example, the Board of Education is made up of individuals with local school board experience. They are aware of needs in the county and can communicate these needs to the staff. Also, they exert considerable influence in selling to their home school board programs which cut across local school district lines. In addition to the Board of Education, there is an advisory committee composed of parents, teachers, and administrators who make recommendations to the Board for adoption.

The KISD staff members meet regularly with the superintendents of the local school boards; this group discusses the need for new programs, where such programs might be housed, how the programs might be financed, and the best mechanism for student selection and participation. Recently, a task force, comprised of individuals from special education, vocational education and vocational rehabilitation has met to examine existing programs, and the need for new programs, to explore avenues of cooperative funding, and to assign priorities so that resources can be allocated to areas with the greatest need.

Each of the programs is regularly evaluated both internally and externally; each has sponsored a number of self-evaluations to determine program effectiveness. These studies have included process evaluations focusing upon completeness of records, extent of meeting policies and regulations, number of clients served, and so forth. Outcome evaluations have considered the number of students placed in jobs, number still holding jobs after an extensive period of time, and the level of income. Students and parents are frequently surveyed to determine the extent of their satisfaction with the service.

Summary and Conclusions

Clearly, this interagency program operates effectively at the local level, with a major commitment to the concept of vocational preparation of the handicapped student. The administration and staff of Kent Intermediate firmly believe that unless students are equipped to compete vocationally, their education program has been a failure. This commitment is also shared by the rehabilitation agency through allocation of staff and financial resources. These agencies believe in a continuous sharing of information from the local level between field staff and administrative staff; the communication allows for innovative programming and smooth delivery of services to handicapped youth.

KISD is facing some of the same problems faced by facilities in other parts of the country. Rising costs and a leveling or reduction in number of students increase the difficulty in maintaining economic support for the individualized approach to education of the

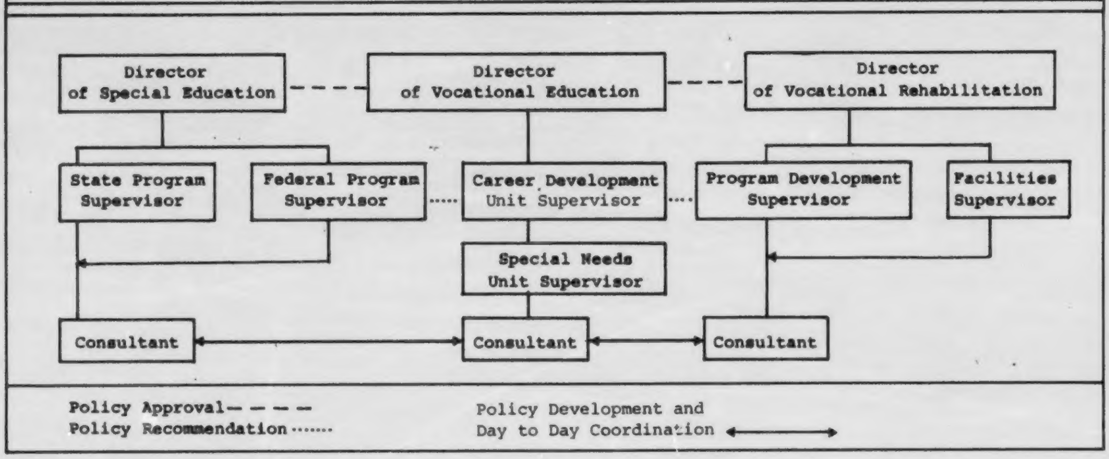


FIGURE 6.2: INTERAGENCY COOPERATION

Director of Special Education
Director of Vocational Education
Director of Vocational Rehabilitation
State Program Supervisor
Federal Program Supervisor
Career Development Unit Supervisor
Program Development Supervisor
Facilities Supervisor
Special Needs Unit Supervisor
Consultant
Consultant
Consultant
Policy Approval— — — —
Policy Recommendation ·······
Policy Development and Day to Day Coordination ⟷

handicapped student. There has been an increase in citizen protest over the rate of taxation and a resulting increase in demand for tax reduction.

At the local level, there are some problems in keeping the 20 school district superintendents fully informed and supportive. Superintendents must deal with daily crises involving irate parents and disruptive students, and sometimes they have difficulty in perceiving the larger picture of programming for handicapped students. They frequently seem to want immediate solutions that require a great deal of planning and several years to implement.

Another problem, arising periodically, concerns the differing definitions of eligibility followed under the three programs. Vocational rehabilitation can accept mildly mentally retarded students for services if these students have associated personality disorders which interfere with readiness for employment. Special education may not want to classify such students as educably mentally retarded. On the other hand, students with an average IQ may be labeled learning disabled because of a difficulty in learning to read at grade level. However, vocational rehabilitation may not view difficulty as a serious impairment to employment, and therefore, will not accept this type of student as a client. The staff involved has discussed this issue and there seems to be general recognition of current eligibility differences.

When asked how KISD has achieved such good communication and cooperation, the staff offered a number of opinions. First of all, members believe that the state-level commitment to cooperation has been very helpful. In the past, rather than feel defensive, the heads of these departments saw the value of developing working agreements and sharing resources. This attitude facilitated regional and local program cooperation. Implementation definitely requires that local department heads be equally supportive of the cooperative program. The staff believes that implementation has been enhanced at Kent by their experienced administrators. These individuals have the broad experience which enables them to appreciate the contributions of the three programs. Finally, the administration must be able to convince its staff of the advantages of cooperation and encourage staff members to make cooperation work.

Although this point did not surface in the discussions, friendship probably also helps to assure cooperation. During the visit of the site team, there seemed to be, between staff and administration, a warm, open relationship which included socializing outside of working hours.

Chapter 7

HOUMA, LOUISIANA

Overview

Terrebonne Vocational Rehabilitation Center (TVRC) is located in Houma, Louisiana, as part of the Terrebonne Parish public school system. The parish school board operates 42 schools, including the Vocational Technical School and the TVRC. The system has a total pupil registration of approximately 22,000 with 1150 instructional personnel, and a budget of $27,500,000.

Terrebonne Parish is unique in that it has a total area of 1925 square miles--1368 square miles of land and 557 square miles of water. This coastal parish in the south central portion of the state is mainly composed of marshland and swamp. The population of approximately 90,000 is concentrated on strips of land along bayou banks.

In 1965, the Vocational Rehabilitation district supervisor and the director of Special Education for the local school district wanted to take measures to satisfy the needs of the mentally handicapped individuals of the parish. Previously all special education programs had ended when students reached 16. Also instrumental in the early stages of the TVRC were the local superintendent and school board members, and the state superintendent and director of rehabilitation facilities.

The initial program was quite small, with only eight or nine clients, one instructor, and no principal. The program has grown steadily; in 1974 it moved to a newly renovated physical plant located on the same campus as the Vocational-Technical High School. The program doubled in capacity as a result of the move and was able to expand its offerings in the vocational interest areas.

The physical plant in which the TVRC operates is owned by the Terrebonne Parish School Board. After serving as a radar site for the United

States Air Force, the property and original buildings were acquired by the local education agency from the General Services Administration. The local education agency controls its use, but will not have complete ownership for several years. The TVRC facility was designed by the facility manager with the aid of an architect. Funding for the renovation was secured through a federal vocational rehabilitation grant in 1972-73. Two existing buildings were joined into one at a cost of approximately $300,000.

The purpose of the Terrebonne Vocational Rehabilitation Center is to provide work evaluation and work adjustment services for special education students in Terrebonne Parish so that all students may recognize and utilize their maximum potential.

At present, all clients must meet certain criteria: (1) have IQ 85 or below (a Vocational Rehabilitation requirement), (2) be a resident of Terrebonne Parish, and (3) be at least 16 years of age (age 15 in rare cases). Ninety percent of the clients are mildly/moderately retarded and about ten percent are severely retarded. Many have secondary disabilities; they may be hearing impaired, speech impaired, visually impaired, orthopedically impaired, or emotionally disturbed. The ability to deal with clients having severe impairments in these particular areas is limited by agreement with the local education agency. At the time of this study, the enrollment of the TVRC was 126 students (81 males, 45 females) with an age range from 16 to early twenties, with previous clients as old as 35.

The staff at TVRC consists of a facility manager employed by Vocational Rehabilitation, a counselor, also employed by Vocational Rehabilitation, an evaluator, six work adjustment instructors, two secretaries, and a part-time janitor/busdriver (Figure 7.1). Professional staff members must meet three qualifications:

1. Must be knowledgeable in a particular vocational area in order to insure proper course content as well as the safety of the students
2. Must be trained through in-service methods in work adjustment services
3. Must meet state-mandated special education certification requirements for the exceptionalities taught.

Teacher assistants and aides are also used extensively at TVRC. Instructors are assisted in their area of responsibility by a teacher assistant employed by the local school district. The assistants also comprise a discipline committee to handle problems that do not require intervention by the facility manager. Aides are generally hired through the CETA program and may include TVRC clients who can perform clerical duties.

Vocationally Oriented Programming

Vocational programming in the TVRC is designed to meet the goals stated in the cooperative agreement between the Terrebonne Parish School Board and Louisiana's Division of Vocational Rehabilitation. There are four main goals:

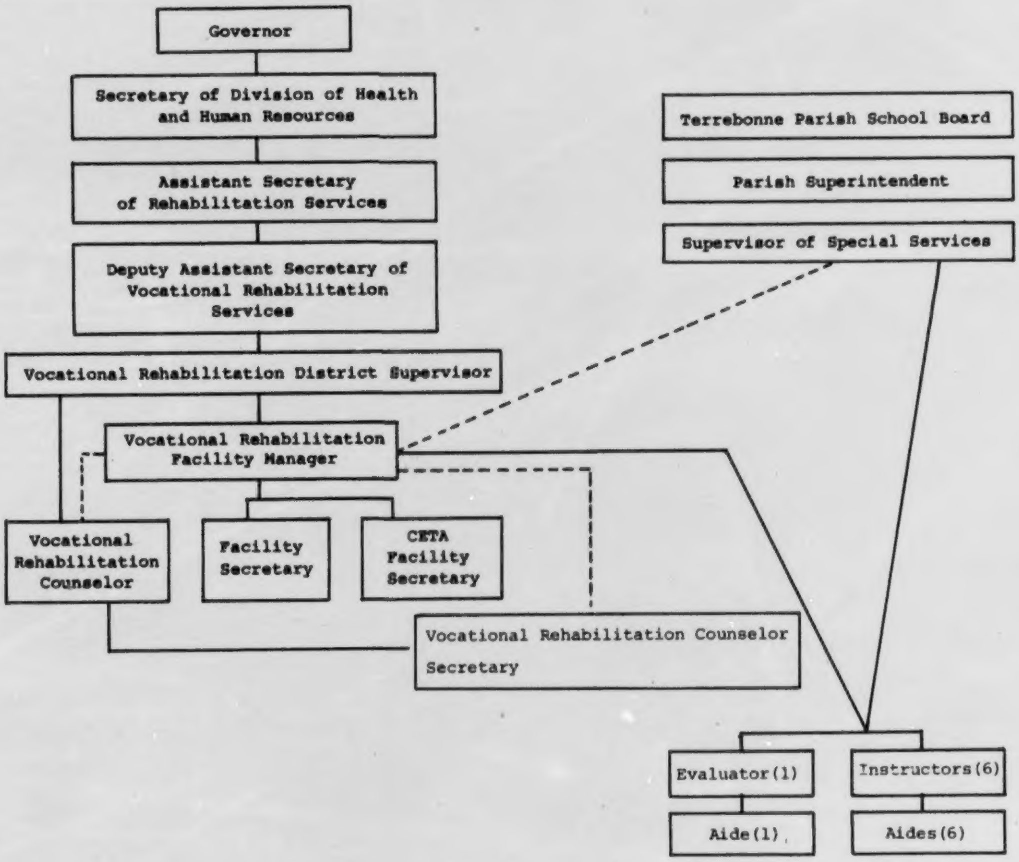
1. Assisting in the vocational rehabilitation of the mentally retarded and other handicapped persons by providing a composite program of vocational, psychological, and social evaluation;
2. helping to bridge the gap between the regular school

program and gainful employment;

3. reducing certain characteristics that interfere with vocational adjustment of the mentally retarded and other handicapped persons;
4. developing and carrying out research programs related to the vocational rehabilitation of the mentally retarded and other handicapped persons.

The TVRC is a self-contained work evaluation/work adjustment center. The curriculum includes an initial four-to six-week evaluation period followed by placement in and rotation through six core areas of work adjustment. Ideally, the evaluation group of 15, plus the six-week work adjustment areas, each with 15 students, utilize the full 105 client capacity of the facility.

FIGURE 7.1: VOCATIONAL REHABILITATION CENTER


Governor
Secretary of Division of Health and Human Resources
Assistant Secretary of Rehabilitation Services
Deputy Assistant Secretary of Vocational Rehabilitation Services
Vocational Rehabilitation District Supervisor
Vocational Rehabilitation Facility Manager
Vocational Rehabilitation Counselor
Facility Secretary
CETA Facility Secretary
Vocational Rehabilitation Counselor Secretary
Terrebonne Parish School Board
Parish Superintendent
Supervisor of Special Services
Evaluator(1)
Instructors(6)
Aide(1)
Aides(6)

The earliest assessment of the client is, of course, the determination of mental retardation (85 IQ or below) as required by the Division of Vocational Rehabilitation. This is actually done twice--once through Louisiana's system of Competent Authority Teams, though these scores cannot be revealed, and again by a private agency under contract with the Division of Vocational Rehabilitation.

The evaluation portion of the TVRC program is conducted by an evaluator provided by the local education agency through its teacher allotment. An evaluator aide is also provided by the local education agency through state funding for special education. The aide assists the evaluator by preparing paper exercises or handouts and by supervising the client. The evaluator performs the following duties:

1. Conducts work evaluation on all entering clients
2. Provides client orientation to TVRC program
3. Prepares clients for entry into Work Adjustment program
4. Works as a member of the Admissions Committee
5. Sits in on all termination staff conferences
6. Keeps abreast of current trends in evaluation
7. Provides other staff members with findings of both written and oral evaluations

The evaluation program coordinated by the evaluator and the facility manager is based on recommendations made by the Division of Vocational Rehabilitation in its state operations manual. All clients entering the facility must first go through the evaluation area before entering other training areas.

Clients entering the TVRC for the first time are admitted in groups whenever possible. This benefits the facility and the client by providing uniformity of procedure, allowing all clients to go through the same orientation, and allowing for case record initiation.

Usual procedures call for a six-week evaluation period, but this is dependent on the level of functioning of a particular group and by the number of clients in the facility. For example, emergency measures are taken when the number of clients scheduled for the evaluation area drops below 10 clients per instructor as directed by the state law covering special education programs. In these cases, a shortened four-week evaluation is conducted.

Techniques employed in the evaluation area include group discussions, work samples, group tests, and evaluation systems, both commercial and locally developed. Among the commercial systems are the Minnesota Spatial Relations Test, Bennett's Hand-Tool Dexterity Test, the Purdue Pegboard, and several components of the Singer Vocational Evaluation System (including electrical, plumbing, carpentry, welding, office and sales, sheet metal, cooking, engine, and medical).

There are several objectives of the work evaluation area:

1. Orient students to what is expected throughout their stay and provide a preconditioning period
2. Assess eye-hand coordination and physical abilities
3. Measure academic standing in basic areas relating to employment

4. Assess vocational interests and work potential
5. Provide clients with opportunity to experience feelings of success, self-worth, and pride
6. Provide clients with opportunity to become aware of employer expectations
7. Allow clients opportunity to experience actual work tasks
8. Provide clients with information for selection of tentative vocational goals
9. Provide clients with opportunity to express vocational, personal, and social traits.

Placement into the work adjustment portion of the TVRC program is based on performance in the work evaluation portion. At staff meetings, the strengths and weakness of clients chosen for work adjustment are analyzed and provisions are made to meet their needs. Clients not recommended for work adjustment may be referred to an alternate agency or program or be recommended for reevaluation with the next group entering the TVRC program.

The work adjustment program at TVRC includes six areas, each of which is staffed by an instructor provided by the local school system and an aide provided by the local system through state funding for special education. The aide is responsible for such duties as assisting in supervision and discipline of clients, and taking care of routine duties for the instructor.

Each instructor performs the following duties:

1. Provides services based on client needs in personal and social adjustment, work personality and work confidence, self-esteem and interpersonal relations, physical stamina and concentration, grooming and dress, and selection of tentative vocational goals
2. Sits in on termination staff conferences
3. Keeps particular work adjustment area current in latest techniques and trends
4. Provides other staff members with clients' current progress
5. Provides parents with written report of progress of each nine-week reporting period
6. Maintains equipment upkeep of work area and requisitions supplies

The six major areas utilized in the work adjustment area center around work-related activities, rather than skill training, and are tailored to the local job market. Each work adjustment area attempts to make job tasks as realistic as possible, given the school-like atmosphere in which the program functions. The areas cover the following skills:

1. Welding--students involved in all phases of welding, from basic to more complex types required on off-shore oil rigs; safety stressed. Area makes use of a time-clock and a token money system to approximate industry
2. Sewing and Business--stresses sewing skills, handicrafts, basic business skills; manual dexterity and hand-eye coordination are important aspects in this area; sewing and handicrafts taught as marketable skills as well as leisure-time activities; business skills include money skills, followed by instruction in use of cash registers and calculators
3. Woodworking--includes woodworking skills as well as carpentry and construction skills; construction techniques, safe

and proper use of tools (including power tools) and use of blueprints for various projects

4. Cooking--preparation of meals for large groups and short-order cooking; home kitchen skills, correct and safe use of kitchen items such as stoves, ovens, and grills stressed; clients also must demonstrate skill in taking and filling orders with politeness and accuracy
5. Driver Education--techniques of safe driving demonstrated. Students taught basic auto mechanics through "hands-on" experience with donated engines and autos; body and fender repair also covered in same manner
6. Related Studies--concerned with the general skills needed on a job beyond the instruction provided in each work adustment area; group discussion main mode of instruction for remedial reading skills, simple math skills, and solutions to everyday living problems (such as how to handle finances)

Though these six areas mentioned constitute the major portion of the work adjustment program, other interests can also be pursued. These include electrical service, gardening, lawn beautification, home nursing, and personal grooming.

All the work adjustment areas place heavy emphasis on employment applications, job interviews, paycheck deductions, employer/employee relations,and relations with fellow workers. The work adjustment phase is generally about 18 months (two school years) in length, depending on clients' needs and abilities. When deemed appropriate by the staff, clients are allowed to specialize in a vocational career toward the end of their training. All cases are reviewed periodically and receive a final staffing prior to completion of training.

A limited summer program is available to clients who have their own transportation. The number of instructors is based on a ratio of 10-15 clients per instructor, and salaries are paid through Vocational Rehabilitation funds. August is usually reserved for vacations.

All clients receive complete vocational rehabilitation services and are placed in employment by either the Vocational Rehabilitation Counselor (located at TVRC), the local Employment Security Office, or special placement counselors employed through CETA exclusively for placement of Vocational Rehabilitation clients. Upon graduation there is a ready job market in the area for clients. All employment starts with at least minimum wage; subminimum wage certificates are not used. Typically, students are placed as domestic helpers, manual laborers, apprentices, food handlers, seafood-industry workers, construction workers, and sales clerks.

Follow-up service is limited by law to a 60-day period followed by a 30-day gain and loss report required by Vocational Rehabilitation. Counseling and guidance are provided by the Vocational Rehabilitation Counselor during this time. Follow-up services are enhanced by the tendency of TVRC clients to remain in the local community after employment.

Planning and Implementation

An IEP (individualized education program) is developed on entry into the center as required by Special Education. This is for evaluation purposes only. After entry into the training program, an alternate IEP is drawn up containing the long-term and short-term goals for each client. Members on the IEP committee include the facility manager, the evaluator, two instructors, and parents. Included on the IEP is information as to present strengths, present work adjustment handicaps, short-term goals, objectives, strategies, and evaluation plans. The IEP is reviewed and updated at least once during each nine-week reporting period.

An IWRP (individualized written rehabilitation program) is drawn up by the Vocational Rehabilitation Counselor located at the TVRC. Similar in many respects to the IEP (including periodic review), it is formulated independently of the IEP to satisfy the requirements of the Division of Vocational Rehabilitation. The Counselor does not get copies of the IEP or diagnostic records; nor does the Counselor share a copy of the IWRP with the school but rather makes his/her own diagnostic evaluation. Parents are also involved in the development of the IWRP and must sign the final plans.

Planning and policy-making is generally in the domain of the Facility Manager. Input into the process is encouraged through general staff meetings, individual staff conferences, meetings with the District Supervisor for Vocational Rehabilitation and conferences with local education agency officials. Inhouse policies, congruent with Vocational Rehabilitation and local education agency requirements, are set by the facility administration.

Cooperative Relationships in Planning and Implementation

The operation of the TVRC is based on a cooperative agreement, signed in 1965, between the Louisiana Division of Vocational Rehabilitation and the Terrebonne Parish School Board. The current agreement states the rationale for providing specialized training for TVRC clients:

> The demands for vocational rehabilitation services for these mentally retarded and other handicapped persons have focused attention on the necessity for new and different approaches to providing these services. The Division of Vocational Rehabilitation realizes that the techniques formerly used were not always successful when working with this type of disability nor could many such individuals be reached in this manner. At the same time, the Terrebonne Parish School System feels that the contents of the vocational rehabilitation units as a continuum of their education program would provide the opportunity for students completing the program to become self-sustaining.
>
> Therefore, the Terrebonne Parish School Board and the Division of Vocational Rehabilitation agree to coordinate their services and enter into a cooperative agreement for the purpose of operating the Terrebonne Vocational Rehabilitation Center.

The agreement further spells out the specifics of the cooperative arrangement. Vocational Rehabilitation must provide the following:

1. Facility manager
2. Vocational counselor
3. Clerical staff
4. Necessary supplies, tools, and equipment
5. Reimbursement of teachers' salaries during the summer, if such a program is necessary

The local education agency responsibilities include:

1. All full-time, certified instructors and aides
2. Janitor
3. Utilities, transportation, lunch, and building maintenance.

Funding for the above items is also conducted by cooperative arrangement. Each year the facility manager submits a budget to the Division of Vocational Rehabilitation based on the previous year's budget adjusted for inflation through a percentage determined by the executive staff of Vocational Rehabilitation. This process is complicated at times by the fact that the Division of Vocational Rehabilitation operates on an October 1 to September 30 budget schedule while all other state agencies operate on the traditional July 1 to June 30 budget. All purchasing is centralized; the TVRC makes requisitions through the state, and Vocational Rehabilitation helps secure federal funding for certified expenditures by the local education agency. The budget for the TVRC is approximately $200,000. Vocational Rehabilitation contributes $50,000 and the local education agency contributes $150,000. VR also contributes additional funds for client case services and counselor's and secretary's salaries.

The local Special Education department is involved in the TVRC program to the extent that the department provides one instructor and one aide for each 10-15 clients enrolled.

Also, Special Education provides consultation on determining a program of study, provides specialized client evaluations, and provides speech and hearing consultation and therapy. Further, the department relays information on state and federal legislation concerning special education programs.

The local vocational education department provides advanced skills training to those clients showing exceptional aptitude in certain areas. To date, however, only two clients have been mainstreamed in this manner at the local Vocational-Technical High School (one in electrical work and one in small gas engine repair).

The success of the cooperative agreement between the Division of Vocational Rehabilitation and the Terrebonne Parish School Board can be attributed to a combination of factors.

1. A real local need for the type of training being conducted and the type of client being placed in the job market
2. Coordination of effort, especially between Vocational Rehabilitation and the local education agency
3. A dedicated, well-trained TVRC staff
4. Open communication between Vocational Rehabilitation and the Terrebonne Parish School Board

Major Issues

The Terrebonne Vocational Rehabilitation Center has been especially interested in suggestions for possible improvements in their program. While the program as a whole is very sound, modifications in some areas might insure the continued success of the program. An innovation which will be put into effect for the 1980-81 school year incolves half-day programs for 40 students from three high schools in the district. These students will be mainstreamed in the high school and will report to TVRC for a half-day vocational education and work adjustment program.

A better working relationship with Vocational Education would seem desirable. This might be accomplished through joint ventures with the regular Vocational Education program in vocational youth organizations.

Establishment of an advisory committee made up not only of educators and parents, but local businessmen and civic leaders could be helpful. This might be operated in conjunction with a public awareness program utilizing staff speaking engagements, brochures, and newspaper accounts of significant happenings.

An increase in funds might be desirable so that the TVRC program could be offered to larger groups of clients. This additional money would not necessarily be used to improve the program, but rather to expand it to meet the needs of all similarly situated clients in the parish.

The administration position of the facility manager needs to be examined. The manager has all the privileges of local school principals; however, as a state Vocational Rehabilitation employee, the manager is paid less and is also placed in the unenviable position of having no formal (i.e., hiring and firing) authority over other employees of the TVRC because they are employed by the local school district.

Finally, an attempt should be made to provide students with some type of high school diploma upon their completion of the TVRC program. This would serve as an incentive to the clients and increase their feeling of accomplishment. It could also be used as a means of certifying their abilities to potential employers.

Chapter 8

LAGRANGE, ILLINOIS

Overview

The LaGrange Area Department of Special Education (LADSE) services a consortium of sixteen school districts, thirteen elementary and three secondary, in the West Chicago metropolitan area. LADSE was organized in 1956 as Illinois' first Joint Agreement Special Education effort. The Joint Agreement model is used in a majority of the state's school districts as the major vehicle through which special education services are offered.

The geographical area served by LADSE has an estimated total population of 250,000. The total school enrollment in the area is about 35,000 with a special education enrollment of about 3400, including about 1150 in speech services. The administrative district for the LADSE cooperative is Lyons Township High School District 204.

The cooperative's purposes are as follows:

1. Assist principals and regular class teachers in the process of accommodating students with learning and/or adjustment difficulties in regular education programs
2. Provide alternative programs and services for students unable to be effectively maintained in regular education programs
3. Develop cooperative programs with community agencies to serve students and families with specialized needs
4. Act as advocate for handicapped students by encouraging students and families with specialized needs
5. Develop programs and services to enhance the involvement of parents in the education of their children

The LADSE cooperative plan contains many unique and innovative elements. The Prevocational Services Department and the Program for Lower Functioning Students are of special interest because of their potential for replication in other areas of the country. The Prevocational Services Department of LADSE is responsible for coordinating the career programming activities for the high schools served by the cooperative. Each high school district has a four-year, cross-categorical special education program serving high-incidence special education students. In addition, there are cooperative programs for severely handicapped high school students and for deaf students.

The Prevocational Services Department serves a total of 200-300 handicapped students in the following groups:

Mentally Retarded--25%
Hearing Impaired--20%
Emotionally Disturbed--35%
Specific Learning Disabled--20%

Currently in its fourth year of a Title IV-C federal grant for innovative programs, the Program for Lower Functioning Students (TMH, severely and profoundly retarded, ages 16-21) is located at Lyons Township High School in LaGrange. The program is designed to bring severely handicapped students into the mainstream of four different environments: school, home living, community, and community work. The program currently serves approximately 35 retarded students.

Vocationally Oriented Programming

The regular education programs offered by local school districts are successful in meeting the needs of most students. A small number of students, however, have special learning and behavioral needs which frustrate their efforts to achieve success in a regular education program. The State of Illinois mandates that instructional programs, supportive services, materials, and facilities be provided to meet the unique educational needs of these students. Special education services are required for exceptional children ages 3 to 21.

Sixteen school districts in West Cook and East DuPage Counties have formed a cooperative to make such special education services available. The districts include:

1. Butler District 53
2. Darien District 61
3. Gower District 62
4. Komarek District 94
5. Brookfield District 95
6. Riverside District 96
7. Western Springs District 101
8. LaGrange District 102
9. Lyons District 103
10. LaGrange District 105
11. Highlands District 106
12. Pleasantdale District 107
13. Hinsdale District 181
14. Hinsdale Township High School District 86
15. Lyons Township High School District 204
16. Riverside-Brookfield Township High School District 208

Smaller school districts, such as those serving a relatively large geographical area, encounter several difficulties when they attempt to offer special education services. The low population density and large geographical area pose problems in terms of transportation to special services. This type of situation requires a different organizational approach from that of cities. In addition, convenient referral agencies outside of the public school organization are frequently not available. These considerations require that the majority of program options be developed from the resources existing within the cooperating school district and also require that some centralized effort be made to capitalize on other human services available in the immediate geographic area.

The purpose of the LADSE cooperative is to maintain certain basic administrative functions for these districts. Insuring that the following tasks are performed is the responsibility of the Director of LADSE:

1. Devising ways of identifying children with special needs
2. Assisting children with special needs in order to determine what

kinds of special programs and services should be provided

3. Planning the appropriate variety of interventions or program alternatives to mediate properly between rehabilitation and/or education development
4. Marshalling and organizing resources needed in a comprehensive program of special education for exceptional children
5. Selecting and training staff
6. Directing and coordinating the efforts to improve special education instruction and quality of special education services
7. Evaluating and directing efforts to improve special education instruction and quality of special education services
8. Interpreting and reporting information to gain public support and to influence others to help in achieving program objectives
9. Insuring due process

The LADSE operates specific occupational preparation programs for the handicapped through the Prevocational Services Department. In these reports, the Program for Lower Functioning Students at Lyons Township High School will be emphasized because of its replicability.

Prevocational Services Department

The primary objective of the Prevocational Services Department (PSD) of the LaGrange Area Department of Special Education is to provide social and vocational services to students who are Department of Rehabilitation Services (DORS) clients in the seven cooperative high school programs in the LADSE cooperative.

Students are programmed into one of the following vocational service areas and progress to higher levels of work adjustment and training while in school.

I. Social-Vocational Orientation and Education
II. Prevocational Counseling
    1. Individual
    2. Group
III. Prevocational Work Experience
    1. In-school
    2. Community
IV. Work Evaluation and Training
V. Placement and Follow-up

Each phase is flexible and can be adjusted to meet the needs of each individual student enrolled in the program.

The PSD provides services to seven high school programs within the three cooperative high school districts:

Hinsdale Township High School

Central--Educationally Handicapped (Prevocational) Program
South--Educationally Handicapped (Prevocational) Program
--Deaf and Hearing Impaired Program

Lyons Township High School District

Lower Functioning Students (TMH, severe and profound) Program
Educable Mentally Handicapped (EMH) Program
Educationally Handicapped (Prevocational) Program

Riverside-Brookfield Township High School District

Educationally Handicapped (Prevocational) Program

The programs at Lyons Township (LTHS) are illustrative of those offered in the LADSE cooperative and will be described in detail, in addition to the Hearing Impaired Program (HIP) offered at Hinsdale South High School.

Educationally Handicapped (Prevocational) Program. This four year-program at Lyons Township High School, designated as the Diversified Career and Educational Services Work Study

Program (DCES), has an enrollment of 160 Learning Disabled, Behavior Disordered, or Educationally Handicapped students. Level I and II students are served by nine full-time certified academic teachers, three Prevocational Coordinators, one social worker, and one part-time psychologist.

DCES students may spend from one to six hours per day with special education staff. The level of placement is determined by the student's ability to function educationally, socially, and emotionally within the high school setting. Functional ability is determined by staff observation, test data, and past experiences of the student.

There are four levels of services available to DCES students:

Level I--full-time special education (more than 50% of the school day) for students unable to participate in regular education classes because of handicapping conditions which impair their ability to learn in predominantly mainstream settings

Level II--part time special education (less than 50% of the school day) for students able to participate in some regular education classes but still in need of special education assistance in basic learning areas, such as reading, writing, and math

Level III--full-time regular education except for an assigned resource period with a Resource/Consultant teacher

Level IV--full-time regular education with consultation services provided to teachers and students

The curriculum offerings listed below are available to all Level I and II students. Each course is divided into two or more ability levels:

Business Skills: 9-10
Career Exploration: 10
Driver Education: 10
Health Education: 9
Industrial Orientation: 9-12
Personal/Social Development: 9
Reading: 9-12
U.S. History: 11
Work Experience I, II, III: 10-12
Career Awareness: 10
Consumer Education: 10
English: 9-12
Life Science: 10
Mathematics: 9-10
Practical Home Arts: 9-10
Related Instruction: 11-12
World History: 9

In most cases, jobs in the DCES program are secured by the coordinator who then visits the work station approximately four times per quarter. Students are given the choice of accepting or rejecting the job placement offered. A Work Experience unit is offered in the summer. To get credit for this course, a student must successfully complete six weeks of full-time work experience. Contract agreement is on an individual basis, usually a written agreement between the training station and the Prevocational Services Department.

Educable Mentally Handicapped (EMH) Program. Another program operated under the auspices of the Prevocational Service Department deals with prevocational training for educable mentally handicapped students. As defined by Illinois Rules and Regulations, the students are "children between the age of three and twenty-one years, who because of retarded intellectual development as determined by individual psychological examination, are incapable of being educated profitably and efficiently through ordinary classroom instruction but who may be expected to benefit from special educational facilities designed to make them economically independent and socially adjusted."

The enrollment in this program is made up of students from the three LADSE high schools. A staff conference, with representatives from the participating district and the LADSE staff, is devoted to each student. A full-time prevocational coordinator assigned to the program is responsible for such aspects of the program as teaching related instruction and training station visitation. A teacher/coordinator is responsible for placing students on in-school training stations.

Courses offered in this program include Career Exploration; Business Skills; Work Experience I, II, III; Home Economics--Child Care; Home Economics--Sewing; and Home Economics--Foods.

The Work Experience area includes the teaching of a Related Instruction course designed to help students:

1. Analyze their abilities and interests in vocational areas
2. Seek appropriate employment
3. Gain experience in employment application
4. Maintain employment
5. Terminate employment appropriately
6. Change jobs appropriately
7. Profit from each employment situation, viewing each experience as educational
8. Explore various career areas

Written contractual agreements with separate training stations are made on an individual (per pupil) basis between the training station and the Prevocational Services Department. This written agreement arranges for a wage subsidy for the training facility during the prescribed period of time in which the student is to be trained.

Hearing Impaired Program (HIP). The Hearing Impaired Program is located at Hinsdale South High School. While LADSE does not supervise or evaluate HIP, some LADSE students do attend under a joint agreement. Because it is housed in a LADSE school, HIP is eligible for LADSE prevocational services. The program is administered by DuPage/West Cook Regional Special Education Association, which serves low-incidence handicaps. Approximately 125 students are enrolled in the program, with 18 staff members; 32 students participate in the vocational part of the program.

A major goal of the HIP is to prepare students for work after leaving high school. To achieve this goal, students are referred to Rehabilitation Services at age 16 or later, as the need arises. Work stations in the school have been developed to expose students to paid work experiences. Off-campus stations are developed later by two prevocational coordinators with responsibility for job development and placement.

Fourteen of 37 HIP students attend the DuPage Area Vocational Educational Authority (DAVEA) school on a half-day basis; the other half day is spent at Hinsdale South. DAVEA is a joint effort by nine neighboring high school districts to provide sophisticated career education and training not possible on an individual school basis. Transportation to and from DAVEA is provided by Hinsdale South. Students enrolled in the DAVEA school plan on an immediate job placement upon graduation or plan on continued study in their chosen careers at post-secondary schools.

Vocationally oriented programming offered in the Hearing Impaired Program at Hinsdale South includes these areas:

1. Related Instruction
2. Student Job Training
3. Occupational Skills Orientation
4. Small Gasoline Engine
5. Metals Fabrication
6. Driver Education
7. Home Economics

Program for Lower Functioning Students. In the LADSE organizational design, the Program for Lower Functioning Students falls in the Secondary School Programs and Services division. The program is in the fourth year of a Title IV Elementary and Secondary Education (ESEA) grant after being partially funded for five years through a Title III ESEA grant.

This program currently serves 35 students regarded as trainable mentally handicapped, low-functioning educable mentally handicapped, and severely-profoundly retarded. The purpose of the program is to mainstream these students into the following environments:

1. Community
2. High School
3. Vocational Programs
4. Living Skills Center

This is a five-year program, with the first two years spent in the workshop area. The permanent staff includes one social worker, one nurse/instructor, five classroom teachers, one workshop teacher, four paraprofessionals, and one prevocational coordinator.

The jobs undertaken in the workshop are usually based on subcontracts with local industrial firms. Student work is billed either as piecework or on the basis of hourly wages. Attempts are made in the workshop to duplicate actual work situations, not just simulate them.

Instruction follows a task analysis format, using a level of prompts for error correction. Data is collected on each trial with instruction modified on the basis of the data. Students who satisfactorily perform a particular job are moved to more complex tasks approximating those found in industry. Students then observe similar jobs on field trips, prior to the actual job placement process.

Placement for the last three years of the program usually occurs in school work stations in local schools or school office facilities and in community job training stations. Employers offer to center's staff the training of students on-site even if later employment is not possible.

The on-site training of students requires much preparation and planning by school personnel. First, the vocational staff locates a job training site. Before placing a student, a careful inventory of the skills required for the job station is written. The staff then trains the student on the job site, remaining until the student has acquired the skills designated as critical for adequate employment.

The staff has written a Criterion References Inventory of Vocational Skills which is used as a guide for writing inventories for each job site and for evaluation of student progress. In addition, the staff has constructed a number of more specific evaluation techniques for on-the-job and in-school performance. These include task analysis of skills, behavioral sampling techniques, teacher-constructed simulation tasks, studies of error and rate performance, work samples, and methods for adapting standardized manipulative tests for greater discrimination among the handicapped population in the local area. For measuring the degree of agreement between the employer and the staff member training at the job site, an "Employability Scale" was constructed and evaluated.

Community Skills Training is included in the Program for Lower Functioning Students curriculum; this training exposes every student to community facilities and activities designed to encourage independent living. Students are periodically taken to such places as grocery stores, laundromats, and restaurants. Each student also has a small savings account, which is used to illustrate banking principles.

An unusual feature of the Lower Functioning Program is the utilization of the Living Skills Center for training purposes. The Center is located in a two-story house acquired by Lyons Township High School in July, 1978. In an effort to stress functional skills training in an overnight situation, four students are housed for three 24-hour periods per week for one month. A supervisor is present at all time.

Planning and Implementation

Over the past several years, the LaGrange Area Department of Special Education has developed identification and evaluation procedures under the auspices of a Student Support Team (SST) structure. The Student Support Team works in conjunction with teachers, special education supportive staff, school administrators, parents, and community agencies to provide and promote services necessary to meet the needs, interests, and abilities of all special education students in LADSE. The Student Support Team structure meets the mandates of P.L. 94-142 as well as state requirements.

The Student Support Team has several purposes:

1. To develop and implement a building-level referral and case management system for students whose needs are not being met by the regular educational program
2. To facilitate the use and development of program options when the student is not responding to his current program
3. To involve participants in a multidisciplinary approach to making decisions regarding services to children
4. To develop an understanding of and access to appropriate community resources
5. To acquaint and involve parents with the SST process as a system for decision making
6. To provide a system for evaluating the effectiveness of special services for each student
7. To promote the assessment and understanding of all factors which may affect a child's school performance, such as socio-economic, environmental, academic, and medical

While SST membership may vary from school to school, a broadly based interdisciplinary team is most desirable. A typical team might consist of these members:

1. Regular education teachers
2. Regular education administrative staff
3. Parents
4. Special education staff
5. District social workers
6. School nurse
7. District psychologist
8. LADSE Central Office personnel
9. Ad hoc participants including professional consultants

An SST member is named Coordinator in order to provide effective leadership for the group.

Under the Student Support Team model, a referral to special education would direct a client to special education services provided by the local building and supported by the human and fiscal resources available through LADSE.

A building-level referral system is used when a student seems to have problems with the "regular education" program. The referral will be routed to the SST coordinator who notified team members in writing of the date, time, place, and purpose of the meeting. In the meantime, a teacher or principal will have contacted the student's parents about the problem and efforts to overcome it. Depending upon the particular case, the SST members will determine if parents should be represented at the initial SST meeting.

A number of special education program options are available to the student. Any service available from LADSE can be utilized. If the SST decides to resolve the referral at the district level, each member is given certain responsibilities and deadlines for fulfilling them.

The SST may decide, however, that a full or partial case study evalution is necessary. This can be done either prior to utilizing available building-level programs or following efforts to resolve the problem at the local level.

If the SST determines a case study evaluation is necessary, a parent conference must be conducted. Parents are given a description of the problem, a written brochure concerning available special programs and due process rights, a form to sign indicating their approval of the evaluation, and an invitation to attend the multidisciplinary conference.

The intensity of the case study evaluation is determined by the nature and severity of the problems affecting the child, but includes at least the following elements:

1. Interview with student
2. Consultation with student's parents
3. Social development status
4. Medical history and health status
5. Visual and hearing screening
6. Academic history
7. Educational evaluation
8. Assessment of child's learning environment
9. Specialized evaluations as needed

Following the case study evaluation, a multidisciplinary staff conference serves these purposes:

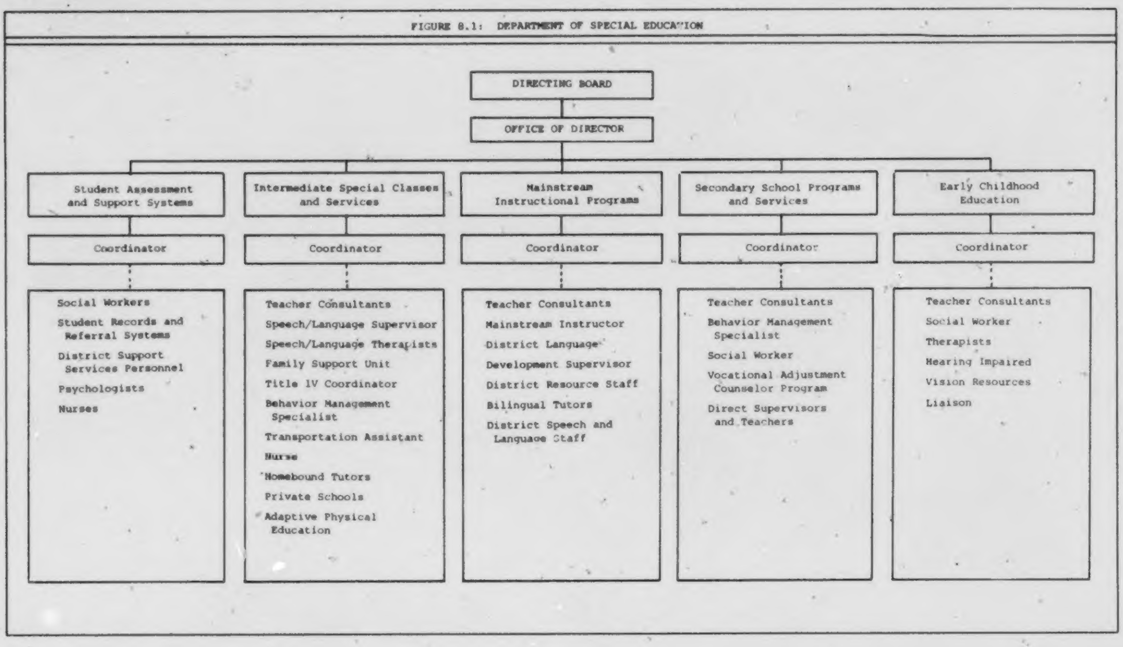
1. Determines eligibility for special education
2. Develops a profile of student's learning characteristics, sensory and motor skills, and behavior
3. Determines student's unique educational needs
4. Determines extent to which the regular education program can meet those needs
5. Determines nature and degree of special education intervention
6. Develops education plan indicating specific objectives to be attained

At least 10 days prior to the actual placement, parents receive written notification of the results of the case study evaluation and recommendation for placement. If parents have no objections, a Consent for Special Education Placement is then signed.

The educational status and continued placement of each student in a particular instructional program is reviewed at least annually to determine if defined objectives are being met, if further diagnostic evaluation is indicated, and if revision of the educational plan is indicated.

Figure 8.1 illustrates the structure of the LaGrange Area Department of Special Education. Referred to as a levels of service organizational structure, this structure is designed to provide a continuum of services for handicapped children. Reporting to the Director under this model are the coordinators of these areas: Student Assessment and Support Systems, Intermediate Special Classes and Services, Mainstream Instructional Programs, Secondary School Programs and Services, and Early Childhood Education.

FIGURE 8.1: DEPARTMENT OF SPECIAL EDUCATION


DIRECTING BOARD
OFFICE OF DIRECTOR
Student Assessment and Support Systems
Intermediate Special Classes and Services
Mainstream Instructional Programs
Secondary School Programs and Services
Early Childhood Education
Coordinator
Coordinator
Coordinator
Coordinator
Coordinator
Social Workers
Student Records and Referral Systems
District Support Services Personnel
Psychologists
Nurses
Teacher Consultants
Speech/Language Supervisor
Speech/Language Therapists
Family Support Unit
Title lV Coordinator
Behavior Management Specialist
Transportation Assistant
Nurse
Homebound Tutors
Private Schools
Adaptive Physical Education
Teacher Consultants
Mainstream Instructor
District Language
Development Supervisor
District Resource Staff
Bilingual Tutors
District Speech and Language Staff
Teacher Consultants
Behavior Management Specialist
Social Worker
Vocational Adjustment Counselor Program
Direct Supervisors and Teachers
Teacher Consultants
Social Worker
Therapists
Hearing Impaired
Vision Resources
Liaison

The Coordinator for Secondary School Programs and Services is responsible for providing leadership and supervision of all LADSE-area high school programs and special programs not considered mainstream. Included are all Learning Disabled/Behaviorally Disabled/Educable Mentally Retarded settings, private schools for the handicapped, and public school programs for low-incidence handicapped children. The Coordinator is responsible for governing placements in special classes and in special settings, and for establishing effective communications between the sending and receiving schools and facilities. This Coordinator is also responsible for the development of appropriate curriculum and/or effective application of materials and methods to meet the needs of these more severely handicapped students.

Each of these Coordinators is responsible for several other personnel, including Teacher Consultants who extend field support and assistance to those teachers and other special education staff providing direct services to students in participating LADSE districts.

The Teacher Consultants provide technical assistance to special class and resource teachers on matters related to defining and implementing effective instruction for handicapped students placed in these programs. The Teacher Consultants also advise the Coordinators on problems and needs related to the programs within their areas. In addition, Teacher Consultants work with district Superintendents and Principals to insure that adequate facilities are provided for the conduct of special class programs; they also deal with problems pertaining to the acquisition or use of appropriate facilities. Further, Teacher Consultants take responsibility for the evaluation of all special education personnel.

Other Coordinators in the instructional support section provide leadership for various types of functions, including leadership for the handicapped children's early childhood program, prevocational education and services, and various special projects. For example, the Coordinator for Student Assessment and Support Systems is responsible for the conduct of all psychometric, psycho-social, and educational assessment necessary for developing individual program plans and determining eligibility for special education services. Also, this Coordinator is responsible for the development, maintenance, and monitoring of an LADSE-wide referral and placement system; the Coordinator sees that this system meets state and federal law, and is conducted in cooperation with other community agencies.

The LaGrange Area Department of Special Education has attempted to do away with categories in its administrative organization in order to provide services to students by a levels-of-service system rather than a categorical one.

Cooperative Relationships in Planning and Implementation

In the three secondary school districts served by LADSE, the development and implementation of an effective habilitation program for disabled youth is dependent on a joint plan for which initial responsibility rests with Special Education, followed by a shared responsibility between Special Education and the Department of Rehabilitation Services (DORS), and finally a period when primary responsibility rests with the State Department of Rehabilitation Services and other social service agencies and facilities. A main goal of the LADSE Prevocational Services Department is to provide comprehensive individualized acaedmic social, and vocational services to handicapped pupils in LADSE secondary schools who are DORS clients.

In order to provide such a comprehensive program, the LaGrange Area Department of Special Education and the Illinois Department of Rehabilitation Services have entered into a cooperative agreement to provide, as appropriate: 1) an appraisal of the individual's patterns of work behavior, ability to acquire occupational skill, and capacity for successful job performance; and 2) through the utilization of work, simulated or real, to assess the individual's capabilities to perform adequately in a work environment in order to assist the client in gaining employment.

The cooperative effort between LADSE and DORS is designated as the Secondary Work Experience Program (SWEP). Under SWEP, the participating parties have certain responsibilities. LADSE, for instance, agrees to provide each DORS client with a program of rehabilitation services for a maximum of 15 hours a week, during regularly scheduled school hours; these services are included in the individual student plan, the individual written rehabilitation plan, and/or the local SWEP program.

In addition to providing a Vocational Adjustment Counselor for staff meetings and processing applications for services, DORS provides funds for payments to students or employers for various expenses:

1. Work experience time
2. Client transportation costs to and from the job
3. Tools, supplies, equipment,

and client's personal expenditures necessary for work experience or evaluation

4. Cost of services at DORS-approved rehabilitation facilities or workshops
5. Special or experimental projects designed to improve services to clients

A summary of responsibilities as enumerated by the SWEP agreement includes the following:

Department of Rehabilitation Services:

1. Assigning Rehabilitation personnel to perform rehabilitation duties such as: staffing, completing DORS applications for services, conferring either cooperatively or individually with parents and clients, and attending multidisciplinary student-client staffings and participating in the development of the IEP as it relates to the planning for and provision of rehabilitation services
2. Accepting referral of those physically and mentally handicapped individuals who need and are eligible for DORS services, and providing necessary services in accordance with provisions of the approved State Plan for Vocational Rehabilitation.
3. Determining DORS eligibility of all students receiving vocational rehabilitation services as distinguished from special education services
4. Providing case service funds for the purchase of approved vocational rehabilitation services for DORS-eligible students. Such expenditures for vocational rehabilitation services will be under the control of the Department of Rehabilitation Services
5. Developing an Individual Written Rehabilitation Program (IWRP) with and for each client in coordination with the Special Education Individualized Program
6. Providing administrative, technical, and consultative services as needed through State and Regional Rehabilitation Services staff
7. Performing such other duties and functions approved and assigned by the Department of Rehabilitation Services for the purpose of carrying out terms of this agreement

LADSE:

1. Administering the special education programs as distinguished from the vocational rehabilitation phase of the total program
2. Providing those services typically considered the responsibility of the schools, and utilizing all financial resources available (local funds, vocational and special education funds, and federal funds as applicable)
3. Coordinating existing services within the school system with the Secondary Work Experience Program
4. Performing such other duties and functions as necessary carrying out the terms of this agreement

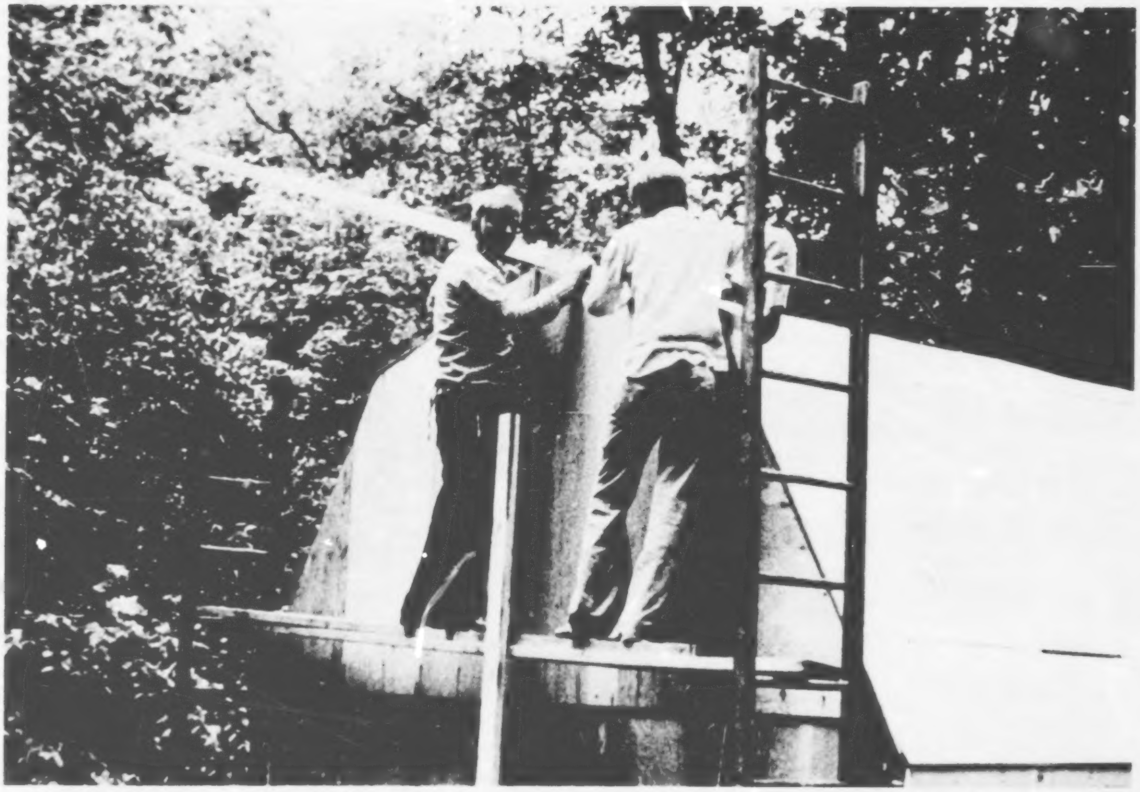
The funding pattern of the Program for Lower Functioning Students at Lyons Township High School is a good example of the type of cooperative effort required to provide broad services to handicapped students. Groups of agencies providing funding include:

Title IV ESEA--$89,000
DORS--$16,000
Vocational Education--$5,000
Local School District--$125,000
Total--$300,000

Major Issues

The LaGrange Area Department of Special Education consortium is an innovative and effective method for deliverying special education services. However, a program which is as comprehensive at LADSE will necessarily encounter some problems. Changes which might be made include:

1. Increasing the amount of actual vocational training offered to the students as an extension of the excellent prevocational training now offered
2. Encouraging more activity by the Employer's Advisory Council in order to gain valuable input from business and industry
3. Placing, on a rotating basis, at least a part-time DORS counselor at each work-study cooperative program
4. Working toward becoming an independent unit district to increase uniformity of curricular offerings and decrease dependence on Lyons Township High School District as final custodial of funds



Chapter 9

MANCHESTER, CONNECTICUT

Overview

General Orientation

The Regional Occupation Training Center (ROTC) is primarily the outcome of a collaborative effort of the Manchester public school system, neighboring school systems, and Manchester Community College (MCC). For several years prior to the construction of the ROTC, these agencies had collaborated in occupational preparation of handicapped public school students. The Manchester, Vernon, and other neighboring school systems were involved together through a school for the trainable retarded in Vernon. The Hotel and Restaurant Division at MCC had trained special education students from Manchester and other towns in food preparation and service; the enterprise, called Project Help, operated for two years prior to construction of the present facility. The ROTC originated as the Workshop Without Walls, a housekeeping service staffed by special education students for the elderly of the community. In 1971, at MCC's request, the Board of Trustees of Regional Community Colleges and the Connecticut Commission for Higher Education authorized the transfer of seven acres of MCC land to the town of Manchester for construction of the ROTC. In 1972, the Connecticut General Assembly passed and the Governor signed a bill transferring the land, which became the property of the Manchester Board of Education.

In 1975, after years of planning, the Manchester Board of Education and several neighboring towns applied to the Connecticut State Department of Education for a grant under the State Special Education Law 10-76 to construct and equip a regional educational facility for exceptional children. A grant of $1.4 million was awarded for the proposed facility, a 25,000 square foot, one-story building on a corner of the former MCC land. Funding for the facility was actually provided by Manchester public schools; the state grant reimbursed the district for its expenditure when construction was completed. Some struggle was necessary for the Manchester district to raise the required funds, and local referenda were conducted to obtain the approval of the town's taxpayers. Manchester becomes the sole owner of the ROTC after five years of operation.

The architect who heads the firm which designed the ROTC is himself physically handicapped and is familiar with construction of facilities for the handicapped. Much attention was paid to the unusual architectural planning necessary to accommodate the school's special population. Construction began in 1975, and the school opened in the fall of 1976 with an enrollment of about 70 students. Half the students were from Manchester and half from the other towns.

The ROTC serves as the central occupational preparation facility for mentally, physically, and multiply handicapped students ages 14-21 from Manchester and 13 neighboring towns. It has an enrollment of about 105 students. Besides vocational skill training, the ROTC offers psychological, social, and educational services necessary to prepare its students for employment and self-sufficient living. The facility also functions as a community rehabilitation center for the region's handicapped and offers a variety of educational and training experiences to local professionals and students in special education, vocational rehabilitation, and related fields. Finally, the ROTC disseminates information about needs of the handicapped and encourages involvement of individuals and community groups in these problems. Services available to ROTC students include psychological and vocational testing, counseling, individual educational planning, functional academic education, developmental physical education, prevocational training, vocational and on-the-job training in several areas, work evaluation, and job placement.

When the application for funds to construct and equip the ROTC was submitted in 1975, one of the two major objectives of the proposed facility was to increase substantially the vocational training opportunities available to handicapped groups, especially the mentally retarded, whose needs in this regard were not being met adequately. The second major objective was to develop a program of services involving the cooperation of public school systems, vocational rehabilitation agencies, and other public and private social service agencies in the region. Both goals have been realized to a great extent. Moreover, one of the most attractive features of the ROTC is its own involvement in the community, especially in service to its elderly. While the ROTC's programs for the elderly of the community provide a variety of vocational and prevocational training opportunities for handicapped students, they are also highly beneficial to the elderly themselves. The strength and varied nature of the relationship between the ROTC and the elderly is remarkable and gives the program a dimension which may be unique among occupational preparation facilities serving handicapped students.

Also remarkable is the wide network of coooperative relationships revolving around the ROTC at the local and state levels. Many agencies, public and private, are involved with the facility, including several local public school districts; Manchester's special education, vocational education, social services, and youth services departments; the Food Service, Educational Associate, and other programs at MCC; the Rehabilitation

Services program at the University of Connecticut; Connecticut State Department of Education (including vocational rehabilitation, special education, and vocational education); Manchester Association for Retarded Citizens sheltered workshop; Manchester Elderly Outreach Program; Connecticut Easter Seal Society; Hemlocks Outdoor Education Center; and several local habilitation and residential facilities for the elderly.

Finally, it must be noted that the ROTC, primarily through the policies of Director Norman Fendell, enjoys and cultivates a high degree of visibility in the community. The ROTC's activities are followed closely by the three newspapers which cover the Manchester area, and the program's heavy involvement in the community, especially with the elderly, arouses much public interest.

Setting

Located a few miles west of Hartford, the Capitol of Connecticut, Manchester is an urban area of approximately 50,000 population with many smaller towns nearby. Based on industry, argiculture, and commerce, this area's economy is mixed.

Manchester public schools have an enrollment of about 9,000 students in kindergarten through grade 12; about 1,000 of them are identified as handicapped. Learning disability is the most common handicap, accounting for almost half of the population. Special education programs exist in the schools for each disability category except the hearing impaired. In addition to ROTC teachers, the Manchester public schools currently employ 46 teachers with special education certification as well as 25 paraprofessionals in special education.

Special education and related services are available to students in the district's 14 other schools (eleven elementary, two junior high, and one high school) and some higher-functioning handicapped Manchester students spend part of their day at the ROTC and part in their home schools; "tuition students" (those from other school districts) spend their entire school day at the ROTC.

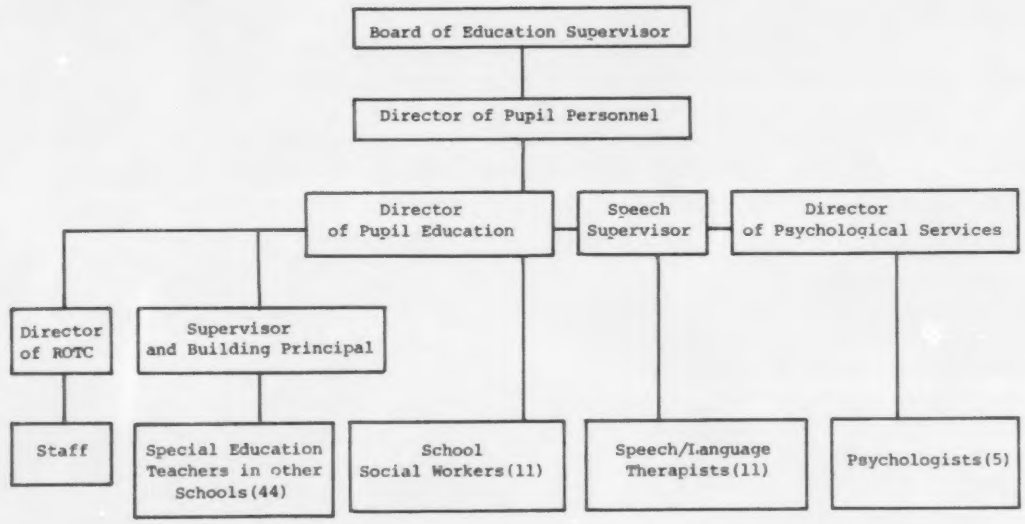
About half of the ROTC's students come from school districts in the towns surrounding Manchester. The application for state construction and equipment money in 1975 required commitments from these towns to use and support the regional facility. Before it could be funded. For the first year of operation, the ratio of Manchester students to tuition students was set at one to one, and it has remained approximately the same in subsequent years.

Most of the other school districts are very small with relatively few students, although at least one, Vernon, is sizable. The special education facilities and services available to handicapped students in the other feeder towns vary widely, and the selection of students from these towns for the ROTC depends on each district's own capabilitiy to serve handicapped children. For example, Vernon (which has a relatively extensive special vocational education system) is likely to send severely and multiply handicapped students, while higher-functioning students may come from smaller districts with less elaborate vocational and special education facilities. For the most part, however, the vocational education available to handicapped students not enrolled at the ROTC is limited to work-study placements and basic prevocational and vocational training in the home school districts, whether they be in Manchester or in other towns.

Because of its unique function as the regional "trade school for the handicapped" and its contractual arrangements with other school districts for approximately half of its enrollment, the ROTC enjoys a certain degree of autonomy within the Manchester public school district. The district's Director of Special Education, in whose department the ROTC falls in the district's table of organization, serves in a primarily consultative role; the ROTC's Director and a Board of Advisors, made up of representatives of participating school districts, are effectively in charge of the facility. See Figure 9.1, a chart illustrating the organization of Manchester Public School's Department of Pupil Personnel, which includes special education.

As a consequence of its use of state funds for construction and equipping of the facility, the ROTC is required to at least consider for enrollment any handicapped student who is referred by another Manchester school or by another school district. Currently, the enrollment of slightly more than 100 is composed of about 65% males and 35% females, ages 14-21. A student who becomes 22 while enrolled may finish the academic year. Approximately 75% of the ROTC's students have handicaps in the mild to moderate range, with the remainder in the severe to profound range. Regarding disability categories, 45% are mentally retarded only, 20% are emotionally disturbed only, 10% are orthopedically impaired only, and 25% are multiply handicapped. In general, the ROTC does not serve learning disabled, hearing impaired, or speech impaired students, who are educated in their home high schools, usually in regular classes with

FIGURE 9.1: DEPARTMENT OF PUPIL PERSONNEL


Board of Education Supervisor
Director of Pupil Personnel
Director of Pupil Education
Speech Supervisor
Director of Psychological Services
Director of ROTC
Supervisor and Building Principal
Staff
Special Education Teachers in other Schools(44)
School Social Workers(11)
Speech/Language Therapists(11)
Psychologists(5)

resource room and other special assistance. The ROTC's Director and other special education personnel associated with it at the local and state levels anticipate that in the future the ROTC will increasingly be used for the more severely and profoundly handicapped, while those who are mildly and moderately impaired will probably be educated in integrated settings. However, for the next few years at least, the ROTC will continue to serve a preponderance of mildly to modertely handicapped students. The facility's enrollment capacity of approximately 120 is expected to be reached by 1981.

Vocationally Oriented Programming

Introduction

The purpose of the ROTC's entire programming is to prepare students for competitive or sheltered employment and independent living. In that sense, all of its activities are vocationally oriented. Most students at the ROTC receive a combination of vocational training coursework, functional academic education, work experience, and supportive services (sometimes provided in conjunction with other agencies). With the exception of those from the Manchester school district, who may attend their home schools for about half of each day, ROTC students remain on campus unless they are in approved work experience programs in the community. Students who have been enrolled at the ROTC for less than six months remain on campus the entire day; they are not eligible for community work placements.

Each student's time in school is scheduled for 30 one-hour periods weekly. About 10 of these are spent with functional academic classes, 2 in adapted developmental physical education, 1 in recreational and other activities, and 17 in various vocational training courses and work experience program. Scheduling is flexible. For example, students who are judged unlikely to benefit from further academic coursework may spend more time in vocational areas than other students; older students may concentrate on a single vocational course to a greater extent than other students; some vocational courses require attendance in large blocks of time, while others are attended in several periods scattered throughout the week; changes in schedules are made at mid-year at the request of students. Differing capacities of vocational courses and work experience programs determine students' schedules to some extent. The demands of work experience programs (both on and off campus) often require that students' vocational and academic coursework, physical education, and other activities be rescheduled. However, affected teachers must be notified in advance and can require that the students' coursework or other activity take precedence over the work program. An ROTC student spends the equivalent of one day per week in the work experience programs, though students who are concentrating in one vocational area may work more hours. All students spend some time in one or more work experience program during their tenure at the ROTC.

The ROTC's funding comes from a variety of sources. The state of Connecticut reimburses it for two-thirds of the excess operating costs. The Manchester school district supports the ROTC financially, and other school districts pay tuition for their students who comprise half of the student body of the ROTC. CETA (Comprehensive Employment Training Act) funds are available for some of the ROTC's activities, as indicated below, and a local community group supports one program. Finally, students raise funds for some of the school's activities through their participation in vocational training courses and work experience programs. The ROTC's total budget is approximately $300,000 per year.

Vocational Training Courses

The basic vocational training for all students occurs at the ROTC facility itself. Vocational training courses are available in the following areas:

1. Automotive maintenance and repair
2. Bicycle assembly and repair
3. Clerical and office work
4. Custodial and grounds maintenance
5. Distributive education
6. Factory benchwork
7. Food service
8. Horticulture
9. Independent living (housekeeping and sewing)
10. Industrial laboratory (graphic arts, keymaking, printing, and woodworking)
11. Main distribution

The vocational training courses are staffed by several different kinds of personnel. The courses are primarily taught by "vocational instructors" who are certified by the state in their particular areas of expertise. State certification requires three college-level courses in vocational education and from three to five years experience in the areas of speciality. Special education coursework or experience is not required for state certification, but from three to five years of work with handicapped students is necessary for employment by the ROTC. The ROTC's staff includes four full-time vocational instructors, one each in the automotive, food service, industrial laboratory, and horticulture courses. "Vocational aides," who are not state certified but who have extensive experience in their specialities, are employed in several of the vocational training courses. Seven full-time and one two-thirds time aides are on the staff in this capacity; the bicycle, independent living, and distributive education courses are administered solely by aides. The school custodian participates in supervision of students in maintenance courses.

Students from the University of Connecticut Plant Science Department, the MCC Hotel and Restaurant Division, and the MCC Educational Associate program also work, as part of their own educational programs, for varying periods with ROTC students in the vocational training courses. In addition, volunteers from the community sometimes assist in the courses, notably in the independent living course.

These courses are funded during the standard nine-month term by the state and by the participating local school districts. Only three of the courses continue during the summer months when they are supported by CETA funds (Youth Work Experience Programs) and a contribution from the United Italian Community Organization, a local social service group. The summer vocational training courses are food service, horticulture, and independent living.

Facilities for all the vocational training courses are located in the ROTC building. They involve intensive hands-on experience, including work programs on and off campus. Regarding on-campus work, for example, students obtain supervised experience through clerical tasks in the ROTC's administrative office, maintenance of the physical plant and grounds, sales work in the school's distributive education store, service in the student and faculty cafeterias, landscape work on the school grounds, cultivation of plants for sale, and production of saleable items in the industrial laboratory.

Students in the vocational training courses sometimes produce products and services which are similar to those available elsewhere, and the ROTC is very careful to avoid offering significant competition to other agencies or to business in the community. For example, the ROTC could perform some of the lucrative functions of a sheltered workshop and has a Work Activities Center Permit from the Department of Labor; however,the ROTC keeps its workshop-like aspects rather small scale, does not bid for contracts from local businesses, and in fact obtains subcontract work from the Manchester Sheltered Workshop (founded by Mr. Fendell and others and now sponsored independently by the Manchester Association for Retarded Citizens) for the industrial laboratory and other vocational training courses. The horticulture course produces saleable fruits, vegetables, and decorative plants and has sold them to at least one business for advertising purposes, to the elderly, and to other segments of the public. However, the horticulture vocational instructor maintains good relations with local farmers and other growers and does not compete for their market.

Each vocational training course is intended to prepare students for specific vocational areas, using the job classification system found in the Dictionary of Occupational Titles. The vocational training courses serve functions other than the primary one of specific vocational skill training. They are also useful in a prevocational sense to introduce students to the world of work and to foster the development of the general attitudes and behaviors which are necessary before specific job skills can be learned and before a job can be obtained and held. In addition, the courses are useful in building students' morale and increasing their sense of competence in the social and work world. The mix of these functions varies from course to course and from student to student.

Off-Campus Work Experience Programs

These programs range from arrangements with individual employers to train and evaluate individual students to highly organized, long-term work parties of students serving an established clientele in the Manchester community. The Business Advisory Committee, composed of local employers and other businessmen, is an important source of advice and job and training placements. Most, if not all, ROTC students participate in one or more of these activities. Students rotate through them for the duration of their enrollment.

The primary off-campus experience programs available to ROTC students are the Workshop Without Walls, the Senior Citizens' Food Service, the Convalescent Home Program, and individual placements with private employers in the community. Two other programs are periodic or seasonal in nature and involve farm labor for local growers and construction of storage sheds and other small buildings for the public.

The Workshop Without Walls predates the construction of the ROTC building. As described earlier, it is essentially a housekeeping and light home maintenance service for elderly persons in their private residences, though the ROTC students have also worked in group homes and nursery schools. Students are transported by the ROTC to their clients' homes or other sites, where they work in small teams of four or five under the supervision of the staff member (or of the client, if they are experienced and reliable workers). They are then returned to the ROTC building at the completion of their assignment for the day. The students are paid about $2 per hour for many of their assignments. The Workshop Without Walls is divided into indoor and outdoor programs; though both sexes participate in both programs, most students in the outdoor aspect are boys. The indoor program includes such services as housecleaning, grocery shopping, bill paying, rug cleaning, and similar chores. The outdoor program offers yardwork and light building maintenance.

About 25 students are involved in the Workshop Without Walls at one time. The program is directed by a full-time vocational aide, with assistance from other personnel involved in vocational training courses which teach the skills prerequisite to participation. Most of these skills are acquired by students in the maintenance and independent living courses.

The Senior Citizens' Food Service program involves about 15 students who work on a rotating basis at the Manchester Senior Citizens' Center, a nonprofit community Center for elderly persons. Students help prepare and serve nutritious and low-cost meals at the Center on weekdays. Instruction on the job is provided by a full-time supervisor at the Senior Citizens' Center, by the Center staff, and by two part-time aides. Some assistance is also given by the vocational instructor and two aides in the food service training course at the ROTC.

The Convalescent Home program takes place at three local residential treatment facilities for the elderly or for former psychiatric patients. Students organize and run social and recreational activities for the residents. About 20 students participate on a rotating basis throughout the week. Staff of the homes and personnel at the ROTC supervise the students, and transportation is provided by the ROTC. The Convalescent Home program includes other activities in addition to visits to the homes by students. First, food service students and others present occasional "dinner theaters" at the ROTC, where residents of the three homes are feted at dinner and a show by the students. MCC Hotel and Restaurant Division students assist ROTC staff in supervision of students at these dinners. The ROTC dinners are free, and all staff and students volunteer their efforts. Second, horticulture students occasionally visit the residential treatment homes to conduct classes in basic plant care. Third, in cooperation with MCC and Brotherhood in Action, a local social service organization, the ROTC formerly published Prime Time, a periodical about the community's elderly and their activities. The Convalescent Homes program actually began about eight years ago, prior to the ROTC's inception, when Manchester special education students began visiting Green Lodge, a residential care facility for the elderly.

Approximately 17 local organizations and individuals have provided on-the-job training sites for students in recent years. Employer-trainers have ranged from restaurants to residential treatment homes to a dental clinic. Some of the students are paid for their work; others are not. The number of hours a student spends in on-the-job training with these employers varies, and the hours are counted in the 17 allotted in each student's schedule for participation in vocational training courses and work experience programs. In school year 1978-1979, four students were on campus in on-the-job training sites; two others were in positions at the ROTC itself, one in the kitchen and one in building and grounds maintenance. The two on-the-job training positions at the ROTC are funded by the CETA Youth Work Experience Program, as is one of the four off-campus positions. The ROTC is also becoming involved in an on-the-job training program of the National Association for Retarded Citizens, a program which will also compensate employer trainers for their time and effort and provide funds for wages or stipends for the students.

Two other, smaller-scale work experience programs also provide training for ROTC students. Horticulture students periodically work for local farmers for pay, and students in the woodworking section of the industrial arts training course build storage sheds and other simple structures for persons in the Manchester area. These enterprises are supervised by the vocational instructors in horticulture and the industrial laboratory, respectively.

The work experience programs which take the students off campus are intended primarily to prepare students for specific vocational areas, including food service, maintenance, aide work in convalescent homes and other residential treatment facilities, farm work, and basic construction skills. The work experience programs are also intended to teach the students necessary interpersonal skills and attitudes about work. As might be imagined, many of the students consider their off-campus training to be the most enjoyable aspect of the ROTC program. The average amount of time in the work experience program is one day per week per student.

Other Training and Education Programs

ROTC students have available to them a variety of other educational and training opportunities, such as functional academic courses, occupational arts, adapted developmental physical education, driver education, supervised recreation, and other activities.

The academic education received by ROTC students has a heavy functional or "survival" emphasis. Most students receive two hours of academic classes daily; those who can benefit can obtain more academic periods, while those who have attained what seems to be their maximum benefit from academic courses may spend more time in the vocational training courses and work experience programs. The major areas of academic education taught at the ROTC are language arts, mathematics, science, and social studies. The language arts area includes reading, speaking, writing, and spelling as well as occupational and consumer information. Development of a sight vocabulary to enable students to live independently is strongly encouraged, as is knowledge of vocabulary related to several vocational areas. The mathematics area emphasizes money, time, and other quantitative concepts necessary for independent living. Science and social studies are both relatively new courses at the ROTC; they cover use of public facilities, transportation, and hygiene. Besides these basic courses, selected students may enroll in an "enrichment program," which includes dramatics, poetry, and creative writing, and an advanced studies program which covers several academic areas and uses the high school equivalency tests from Connecticut's adult basic education courses. Students in the advanced studies program may attempt to obtain a high school equivalency certificate if they desire.

Several features of the academic aspect of the ROTC should be noted. The curriculum of all students is designed according to an assessment of their grade placement. Students are enrolled in small, noncompetitive classes with other students of similar disability condition and ability level. The curriculum is highly individualized, so much that no recorded, truly standardized curriculum exists. However, the academic staff attends closely to the need of all students for language, mathematical, and other academic courses which are supportive of the ROTC's goals of employment and independent living; the academic courses are designed to be relevant to specific vocational areas. Besides the information conveyed to students in these courses, the socialization which occurs in them is also thought to be very important.

Four teachers certified by the state in special education are the primary staff for the academic courses. Two are full-time, one is three-fifths time, and one is one-fifth time. In addition, a full-time "educational aide" and a two-thirds time "tutor" assist. The educational aide is analogous to the vocational aides previously discussed in that this person is experienced in the teaching of handicapped students though not certified by the state. The tutor, who has qualifications similar to the aide's, is assigned to give individual help to a few students and accompanies each to one or more academic and vocational courses; the tutor is under the supervision of the staff persons in charge of the courses to which the students are assigned. Aside from the regular academic staff, trainees from the MCC Educational Associate program, which trains associate-level teacher aides, sometimes serve internships in the ROTC's academic department. These trainees are supervised by both ROTC and MCC staff.

Each student receives some form of physical education for about two hours weekly. Students participate in four areas: developmental exercises, recreational games, adapted sports, and weight training. Classes are composed of small groups of students with similar disabilities and levels of physical skill, though a program is designed for each student. Here, as in other ROTC programs, the interpersonal contact afforded students is considered very important. Facilities available for physical education include the ROTC's gymnasium and outdoor fields and the athletic fields of MCC. Much of the physical education program's equipment and activities is "invented" by the two instructors. The boys' instructor spends three-fifths of the school week at the ROTC, while the girls' instructor is there on a one-fifth time basis. Physical education instructors are state certified as teachers.

Students are able to enroll in an occupational arts class at the ROTC if they desire. The objectives of the class are to help students develop their creative ideas and use their leisure time productively and to introduce them to tasks requiring concentration and dexterity. A state-certified special education teacher is in charge of the class.

Activities include design, drawing, painting, poster making, and advanced arts and crafts of many kinds.

Other activities, including photography, music, and outdoor recreation, are also available. Students participate for about one hour per week. The primary benefits derived from these activities are student morale and interpersonal contact. Various ROTC personnel direct these activities, and a "music and drama consultant" visits the school a few hours each week.

Driver education is offered to students by the ROTC in conjunction with the State Division of Vocational Rehabilitation. Students use a specially equipped car if necessary, and the instructor is trained to work with handicapped students. Because of the vocational rehabilitation agency's involvement and financial support, driver education is available only to those who meet vocational rehabilitation feasibility and eligibility requirements.

Other Services

Through the auspices of the ROTC and other local and state agencies, students may also receive a variety of noninstructional services while they are enrolled. These include vocational evaluation, nursing services, job placement assistance, and speech and language therapy and assessment. Agencies besides the ROTC involved in delivery of these services are the Connecticut State Employment Service, the State Division of Vocational Rehabilitation, the University of Connecticut at Storrs, the Manchester Sheltered Workshop, the Pupil Personnel Department of Manchester Public Schools, and other school districts sending students to the ROTC.

Vocational counseling is available through "job seminars" held at the ROTC which teach students how to deal with problems in obtaining and keeping jobs. Individual vocational counseling is given by a four-fifths time "vocational rehabilitation consultant" at the ROTC and by the State Division of Vocational Rehabilitation (for advanced students, generally in the last year of school) and the Connecticut State Employment Service (for students at least 16 years old). (Despite the title, the ROTC's vocational rehabilitation consultant is a Manchester Public School employee).

A four-fifths time state-certified school social worker with a master's degree is stationed at the ROTC to provide personal counseling and related services to students. Eleven such social workers are employed by the Manchester District's Pupil Personnel Department. Psychological assessment is performed by master's-level state-certified psychologists employed by the Department who visit the ROTC as needed. The district employs five psychologists. Speech and language therapy and assessment are provided on an as-needed basis by 11 specialists, also department employees.

ROTC students receive vocational evaluation when they enroll and at various points in their training. In general, the evaluations cover student's work performance, work habits, and social adjustment. At the ROTC vocational evaluations are directed by the school-employed vocational rehabilitation consultant and are performed by the consultant, by a part-time vocational evaluator, and by undergraduate trainees in vocational rehabilitation from the University of Connecticut. Manchester Public School psychologists and the Connecticut State Employment

Service administer aptitude tests to students, and off-campus evaluations are available to some students through the State Division of Vocational Rehabilitation and the Manchester Sheltered Workshop. In addition, the feeder school districts sometimes arrange with their local agencies for vocational evaluations of students enrolled in the ROTC. Evaluations performed at the ROTC assess actual on-the-job or work sample performance, often on subcontract work obtained from the Manchester Sheltered Workshop. Formal, commercial techniques are avoided as too expensive, inappropriate to the needs of the population, and unnecessary. Part of the industrial laboratory area is used for the assessment process.

A registered nurse, assigned full time to the ROTC, provides students with traditional nursing services as well as organized information on family life and sex education. Using a curriculum guide which she developed, the nurse teaches students in small groups and plans to make her course available to parent and other community groups.

The vocational rehabilitation consultant is the ROTC employee primarily responsible for job development and placement of students on their completion of the program. University of Connecticut undergraduate students in vocational rehabilitation assist in this function. Additionally, both the Connecticut State Employment Service and the Division of Vocational Rehabilitation offer job placement aid to eligible ROTC students. The on-the-job training sites with local employers described previously sometimes become paid jobs for students upon graduation. Other job placements are developed with a wide variety of public and private employers in the community. A strong relationship exists between the Manchester Sheltered Workshop and the ROTC; about 30% of ROTC graduates are placed at least temporarily in that and other area sheltered workshops.

The State Division of Vocational Rehabilitation offers several other employment-related services to eligible ROTC students. These are described in a later section concerning the school's network of cooperative relationships.

Planning and Implementation

Ongoing Planning and Implementation

The ROTC program is open to special education students with mental, physical, and multiple handicaps from ages 14-21 who can benefit from a vocational program. In the Manchester district, a planning and placement team at the regular high school meets in April of each year to collect and integrate education information about special education students and to refer them to or continue them in appropriate placements, including the ROTC. Parents participate in the planning and placement team's review, and the family visits the ROTC prior to the making of that referral. The process is similar in other school districts, except that referrals are made ultimately by each district's central planning and placement team rather than by the team which originates referrals in each high school. This is so because each district (except the Manchester district) must assume responsibility for its students' tuition payments and other obligations as specified in the contractual agreement developed by the district with the ROTC and the Manchester Board of Education.

Planning and placement teams must collect extensive information about students to accompany their referrals to the ROTC. The information required includes teacher evaluations of the student, an educational profile and general prescription, psychological report, social work summary, medical report, and description of the student's work history. Each referral is then evaluated by the ROTC Director and the Manchester school district's central planning and placement team. The student's teachers and other appropriate staff in the sending school district develop and the planning and placement team formalizes each initial Individualized Education Program (IEP); thus the referral source has a great influence on the education and training program of students during their first year at the ROTC.

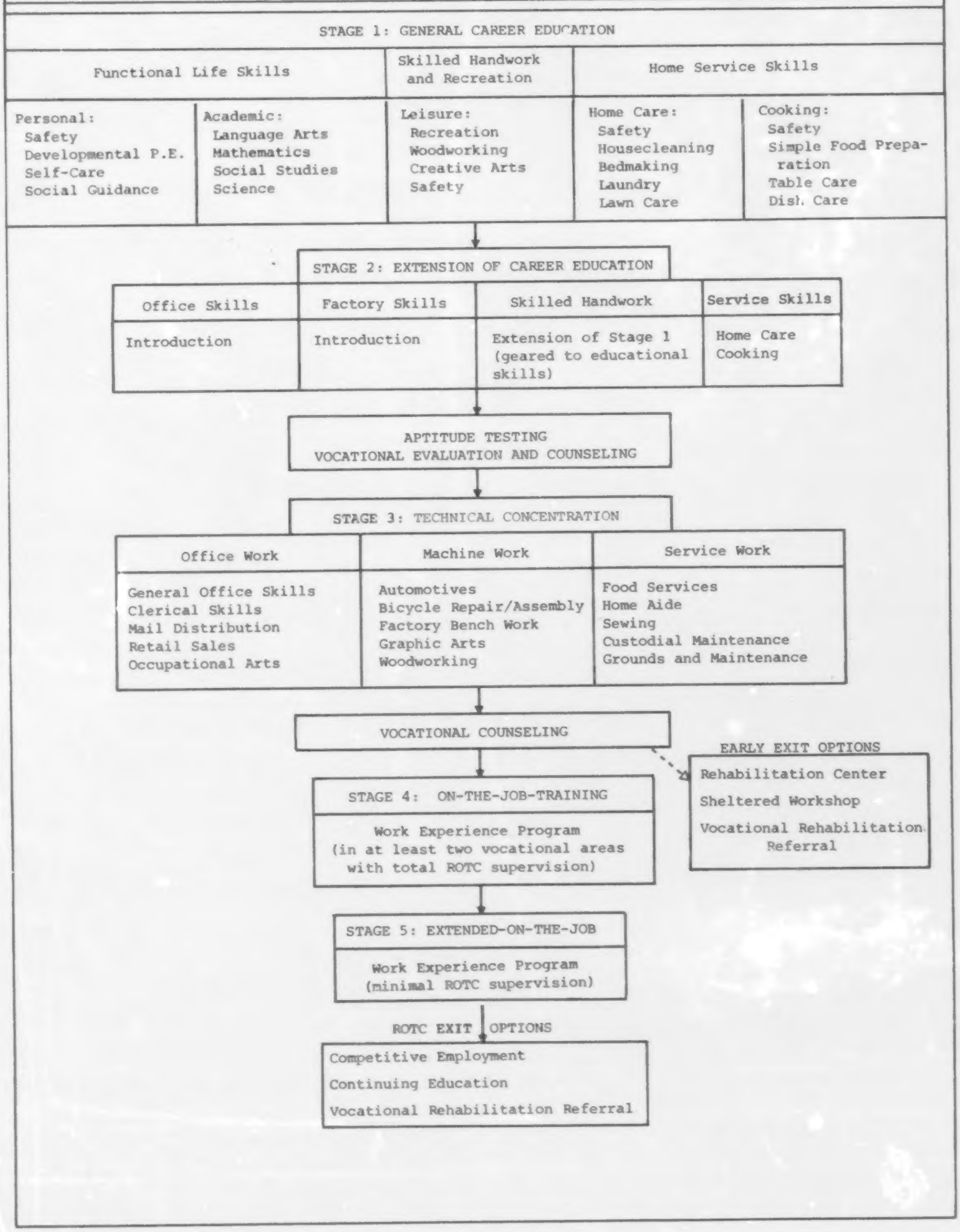
IEPs are reviewed periodically by the planning and placement team at the ROTC and by sending schools and are also revised at least annually, in April. Placement decisions reflected in the IEP are also re-evaluated annually by the sending school teams. IEPs are the primary determinants of student's ROTC programs and their progress from one component of the program to another. The IEPs are written by each of the student's teachers, by vocational instructors, by certain aides, and by other staff (such as the school social worker, psychologist, speech and language therapist, and vocational rehabilitation consultant) who have professional contact with the student. Again, the planning and placement team essentially formalizes the IEP. As noted above, a new ROTC student is accompanied by IEPs from the sending school or district planning and placement team; these plans are the primary determinants of the student's first year schedule. In subsequent years, IEPs developed at the ROTC and the student's own preferences regarding vocational goals become the important factors in programming decisions.

The ROTC uses an "IEP Guide List" to help teachers, vocational instructors, and other staff members formulate general annual goals and somewhat more specific short-term objectives for students in each of their courses and activities. The staff then develops descriptions of very specific objectives and means of achieving them. Staff-designed assessment materials are used to evaluate progress toward each objective during the course of the academic year; there is frequent pre- and post-testing related to individual skill areas and instructional units. All students receive a major evaluation each year prior to development of their new IEPs in the April planning and placement team meetings; these annual evaluations may include formal diagnostic testing.

Progression of a student from one element to another in the ROTC's sequence of academic, vocational training, work experience, and other activities is determined by the IEPs and their associated formal and informal assessment procedures. The ROTC program consists, in general, of a sequence of experiences beginning with introductory prevocational education and training, through more advanced prevocational and career education and basic vocational training, through more concentrated vocational skill training, to on-the-job training on or off campus (see chart, Figure 9.2).

The stages of the sequence are not mutually exclusive; as indicated previously, a student's weekly schedule generally includes a mix of academic and vocational training courses, work experience, and other activities. Certain activities, including those related to personal

FIGURE 9.2: SEQUENCE OF ACTIVITIES


STAGE 1: GENERAL CAREER EDUCATION
Functional Life Skills
Skilled Handwork and Recreation
Home Service Skills
Personal:
Safety
Developmental P.E.
Self-Care
Social Guidance
Academic:
Language Arts
Mathematics
Social Studies
Science
Leisure:
Recreation
Woodworking
Creative Arts
Safety
Home Care:
Safety
Housecleaning
Bedmaking
Laundry
Lawn Care
Cooking:
Safety
Simple Food Preparation
Table Care
Dish Care
STAGE 2: EXTENSION OF CAREER EDUCATION
Office Skills
Factory Skills
Skilled Handwork
Service Skills
Introduction
Introduction
Extension of Stage 1 (geared to educational skills)
Home Care
Cooking
APTITUDE TESTING
VOCATIONAL EVALUATION AND COUNSELING
STAGE 3: TECHNICAL CONCENTRATION
Office Work
Machine Work
Service Work
General Office Skills
Clerical Skills
Mail Distribution
Retail Sales
Occupational Arts
Automotives
Bicycle Repair/Assembly
Factory Bench Work
Graphic Arts
Woodworking
Food Services
Home Aide
Sewing
Custodial Maintenance
Grounds and Maintenance
VOCATIONAL COUNSELING
EARLY EXIT OPTIONS
Rehabilitation Center
Sheltered Workshop
Vocational Rehabilitation Referral
STAGE 4: ON-THE-JOB-TRAINING
Work Experience Program (in at least two vocational areas with total ROTC supervision)
STAGE 5: EXTENDED-ON-THE-JOB
Work Experience Program (minimal ROTC supervision)
ROTC EXIT OPTIONS
Competitive Employment
Continuing Education
Vocational Rehabilitation Referral

adjustment, functional academics, and leisure pursuits, continue (with exceptions noted previously) throughout an ROTC student's enrollment. Other activities such as vocational counseling and evaluation occur periodically and on an as-needed basis. Students (who may enroll sometime between the ages of 14 and 21) can enter the sequence at stages, 1, 2, or 3, depending upon their background and skill in the areas covered. However, students who enter the sequence at a relatively advanced state still participate in the personal adjustment, functional academic, and leisure activities mentioned above. Stages 4 and 5 also include a Job Seminar and a Consumer Economics class.

Students who become 22 while enrolled must leave the ROTC program at the end of the school year regardless of the stage they have attained in the program's sequence. The logical point at which to leave the program is, of course, following completion of Stage 5, work experience with minimal ROTC supervision. Depending upon students' potential abilities and needs, however, they may be referred to various community agencies for further education, training, and other services following completion of Stage 4 as described in the chart.

Students who depart the ROTC program following completion of Stage 5 may be referred to one or more community agencies for temporary or permanent employment, further education and training, related services, or job placement. Most ROTC students become clients of the Division of Vocational Rehabilitation in their last year of enrollment (that is, at or about age 20); at any time, approximately 10-20% of ROTC students are clients. Upon graduation, their local vocational rehabilitation office becomes an important source of aid in finding, obtaining, and keeping employment, and in other traditional vocational rehabilitation services. The local vocational rehabilitation office maintains contact with the ROTC regarding graduated students in order to coordinate efforts for job placement with ROTC's vocational rehabilitation consultant; a counselor from the local office attends ROTC planning and placement team meetings for its clients who are still enrolled there.

The Manchester Sheltered Workshop, operated by the Manchester Association for Retarded Citizens, is another important resource for ROTC graduates and other former students. As noted earlier, approximately 30% of ROTC graduates work at the Manchester Sheltered Workshop for varying lengths of time, while others go to other workshops in Manchester or neighboring towns. The Division of Vocational Rehabilitation frequently refers former ROTC students to the Manchester Sheltered Workshop, as does the ROTC through its own vocational rehabilitation consultant. However, many other ROTC graduates function at too high a level to be referred there; the Workshop plans to expand its services to meet the needs of this higher-functioning population as well. The Workshop staff participates in ROTC planning and placement team meetings for prospective clients, and the two facilities maintain contact following placement of ROTC graduates in the Workshop to facilitate their later placement in other employment.

The ROTC may also refer graduates or other former students to the Connecticut State Employment Service, which offers placement, referral, and related services, and to the continuing education program of the Manchester Public Schools. This program, some aspects of which take place at the ROTC and MCC, offers such activities as homemaking, consumer education, sewing, remedial reading, speech, and occupational arts to handicapped persons (and others) who are not in school or who are above school age.

Finally, a former student may be placed in competitive employment through the efforts of the ROTC's vocational rehabilitation consultant, the Division of Vocational Rehabilitation, the Connecticut State Employment Service, the Manchester Sheltered Workshop, and other local and state agencies. The off-campus work experience program placements may become permanent jobs sites for some students; other jobs in the private sector are developed by the staffs of the agencies mentioned above.

In 1979, 13 students graduated from the ROTC. Most were placed in sheltered workshops for work adjustment or job training by the Division of Vocational Rehabilitation; one was competitively employed; two were employed by the Manchester Public schools; one was placed in a state training school for the mentally retarded. Of several other students who left the ROTC prior to graduation, the great majority found jobs in competitive employment, most in the fields of food service, housekeeping, maintenance, and horticulture. No formal follow-up program exists for graduates and other former students, though as described above, an extensive network of interagency contacts, referrals, and cooperative job placement efforts serves something of a follow-up function.

Higher-Level Planning and Implementation

As noted earlier, the ROTC is and will remain until 1981 a regional facility administered and financed jointly by the Manchester public school district and several other neighboring school districts. These districts contract with the Manchester Board of Education to provide instructional and related services to students referred to the ROTC. The facility falls under the direction of the Department of Special Education of the Manchester Board of Education, though it is directly administered by a Board of Advisors (representing all involved school districts) and by Director Normal Fendell. Sending school districts retain ultimate responsibility for the education of students referred to the ROTC. The neighboring school districts support the ROTC through tuition payments and the Manchester Board of Education and the state's Department of Education provide the bulk of funding. The Connecticut Department of Education reimburses the Manchester Board of Education for two-thirds of the excess cost of operation, according to Connecticut state law.

General goal formulation and partial program development are the responsibility of the Connecticut Department of Education, the Manchester Board of Education, and other participating school districts through their representatives on the Board of Advisors; however most of the curriculum and evaluation procedures are the products of the ROTC staff and director. In fact, most of the materials and procedures used at the ROTC are teacher-made. Because of the diversity of students' learning problems, the curriculum and assessment are not highly standardized. As noted above, general IEP objectives are formulated at the state and district levels, but the means of achieving them are essentially left to the ROTC director and staff.

Cooperative Relationships in Planning and Implementation

State-Level Context of Cooperation

The relationship between the Connecticut Department of Education and the ROTC is primarily historical and financial. The ROTC was made possible by a state education statute, and Manchester was reimbursed by the Department for the cost of constructing the facility. Moreover, two-thirds of the ROTC's excess operating costs are paid from state education funds disbursed by the agency. As noted earlier, the Department's educational policies exert a broad influence on ROTC activities, though the local school districts supporting the facility have more direct control.

Within the Department of Education, the divisions for vocational rehabilitation, vocational education, and special education maintain liasons with each other which are indirectly beneficial to the ROTC. For example, the Division of Special Education conducts workshops for vocational educators to acquaint them with methods of training handicapped students. The ROTC director consults with staff persons in all three divisions regarding state law and policy, funding, and other assistance which may be available to the ROTC from the state. The Director's long acquaintance with state personnel and the proximity of Manchester to the state capitol in Hartford certainly facilitate the ongoing relationship between the ROTC and the state educational and vocational rehabilitation agencies.

Cooperation at the Local Level

As described earlier, the ROTC cooperates with several local agencies (or local branches of state agencies), including the Manchester Sheltered Workshop, Manchester Community College, University of Connecticut, Elderly Outreach of Manchester, Hemlocks (a year-round camp and outdoor recreation facility for the handicapped), Connecticut State Employment Service, and school boards in neighboring towns, among others. The ROTC's most important relationships, however, are with local education and vocational rehabilitation agencies.

The ROTC is organizationally part of the Manchester Board of Education's Department of Pupil Personnel, which includes the district's special education programs and personnel (see Figure 9.1). The Director of Pupil Personnel and his subordinate, the Director of Special Education, are nominally in charge of the ROTC; though as shown previously, the school has a substantial degree of autonomy. However, through its advisory board the school is subject to some control from education officials from towns other than Manchester.

The ROTC is the regional special education facility and is thus required, at the very least, to consider for admission any handicapped student referred from Manchester or the other participating school districts. The contracts governing the provision of services by the ROTC are made between the Manchester Board of Education and the board of education of the referring school district. Funding from special education sources takes the form of basic support from the Manchester Board of Education's Department of Pupil Personnel, and tuition payments from other participating school district special education funds. Set-aside federal Part B funds matched by state monies allocated for education of the handicapped are used by the Connecticut Department of Education to reimburse the participating school districts for two-thirds of their excess special education costs. Money allocated for special education services provides the bulk of funding for the ROTC.

As described earlier, the primary instruction in the ROTCs academic courses is given by special education certified teachers. Considered as ROTC staff, they are permanently assigned to the facility, as are the educational aides and tutors. Their salaries are paid from special education funds from the sources listed above.

The Department of Pupil Personnel provides other services and transient staff support to the ROTC. Frequent in-service training sessions in aspects of occupational training and education of handicapped students are held for ROTC personnel by Department special education consultants. Ancillary services related to special education are provided to the ROTC by the Department, though only a school social worker is permanently stationed at the facility (four days weekly). School psychologists and speech and language specialists visit the ROTC on an as-needed basis; the ROTC is the only school in the Manchester district without permanently assigned psychology and speech-language personnel.

The ROTC also maintains a relationship with the Manchester Board of Education's Department of Vocational Education. The vocational area instructors must be state certified in vocational education, which requires at least six semester hours of college credit in their subject. Permanently assigned to the ROTC (as are their vocational aides), they are considered ROTC staff rather than Department of Vocational Education staff. The Manchester Board of Education provides some vocational education funding for the ROTC, though such funding is limited; the primary financial support is state and local special education money.

The ROTC's relationship with the local offices of the state Division of Vocational Rehabilitation is more oriented toward provision of employment-related services to individual student-clients than toward vocational rehabilitation support for the ROTC program, though it does provide some programmatic support. Students are referred to their local vocational rehabilitation office when they are about one year away from graduation. The students referred are actual vocational rehabilitation clients in their final year at the ROTC. Some referrals occur earlier. While the student-clients are eligible for the full range of vocational rehabilitation services, the agency provides what might be considered preparatory services such as planning for and acquainting the students and their families with services useful to them following graduation. The services available include evaluation, counseling, medical and related care, prostheses and orthopedic devices, training, access to vocational rehabilitation facilities, maintenance, transportation, tools, equipment, licenses, job placement, and postemployment follow-up.

Student - clients are served by local Division of Vocational Rehabilitation offices in their home towns. Approximately 10-20% of ROTC students are also vocational rehabilitation clients. Most of these are served by the Manchester office, which is part of the Hartford district. The local offices serve all disabilities except blindness; that handicap is handled by the Connecticut Board of Education and by Services for the Blind. The local offices, as a result of federal and state directives, emphasize the rehabilitation of more severely handicapped persons.

Programmatic contributions by the local vocational rehabilitation offices include supervision of some University of Connecticut students performing vocational rehabilitation duties at the ROTC on a part-time basis. ROTC students who are clients also benefit from a referral network developed by local vocational rehabilitation counselors with employers, private rehabilitation facilities, and public service agencies. No third-party agreements are in effect between the Division of Vocational Rehabilitation and the ROTC or Manchester Board of Education.

The vocational rehabilitation counselors in the local offices attend the planning and placement team meetings of their ROTC student-clients and aid in postgraduation planning. However, local vocational rehabilitation agency personnel are not housed at the ROTC. The "vocational rehabilitation consultant," who is employed by the ROTC rather than by the Division of Vocational Rehabilitation, is the primary ROTC contact person for the vocational rehabilitation counselors working with ROTC student-clients. The ROTC and/or the student-client's sending school also has some contact with local vocational rehabilitation offices following graduation. The ROTC is sometimes able to assist former students in job placement.

Major Issues

By and large, the ROTC succeeds in its mission of educating the handicapped youth of the Manchester region and preparing them for gainful employment. The morale of the staff is high and its sense of purpose evident; students appear to have positive attitudes toward their school and job activities. The ROTC's Director and staff have been very imaginative and resourceful in their thinking regarding prevocational and occupational preparation of the handicapped, as is evident from such unusual features as their horticulture enterprise and their extensive involvement in activities with the elderly citizens of the Manchester area. The Director envisions double scheduling of educational activities at the ROTC, with early and late "shifts" of students, to permit more efficient use of the facility. He suggests that the ROTC may someday also be used as a site for evening adult education courses and as a satellite clinic for local vocational rehabilitation activities such as counseling, vocational assessment, and various kinds of prevocational and vocational training.

There is little or no conflict with Manchester and the other involved school districts regarding the ROTC's role in the region's educational picture. There is, however, some feeling among the ROTC staff that the school is not the most appropriate educational setting for some of the learning disabled and emotionally disturbed students. The former students are thought to function too highly for the general level of instruction at the ROTC, while the staff feels at a loss to prevent or respond to the occasional disruptive behavior of the latter. Students are grouped by disability for academic and physical education courses (which has been a helpful method of handling these problems), but scheduling by homogenous disability groups in vocational courses and work experience programs has not been practical.

There were other areas of concern to the ROTC staff which they discussed frankly with the site visit team. For example, there would seem to be some contradiction between, on one hand, the current espousal by most educational authorities of the principle of least restrictive educational environment and, on the other, the operation of a segregated facility such as the ROTC. The Connecticut Department of Education holds that the ROTC complies with the principle as expressed in federal and state law, and the ROTC's Director maintains that his facility is the least restrictive environment for handicapped students--25,000 square feet on one level, designed especially for handicapped persons. Some ROTC students could be mainstreamed, according to Mr. Fendell, but he is concerned that their mobility would be restricted in other high schools and that the quality of vocational education they receive would not match that available at the ROTC.

Mr. Fendell and others in the Manchester Board of Education are aware that the ROTC would probably not be approved by Connecticut's Department of Education if it were proposed today. Moreover, parent organizations, including the Connecticut Association for Retarded Citizens, have made it known that while they have no quarrel with segregated schools already in operation (such as the ROTC) they would not support the building of new ones. As mentioned earlier, Mr. Fendell and other local and state education officials associated with the ROTC anticipate that over the next several years the student body will gradually consist of the more severely and profoundly handicapped. The mildly and moderately handicapped students in the Manchester region will probably tend to be mainstreamed. However, the availability of appropriate vocational training for those mainstreamed is problematic. The state vocational schools have only recently begun to accept handicapped students, and many local districts now referring students to the ROTC are not really prepared to offer extensive vocational education services to their handicapped students.

IEPs have proven to be a major administrative burden for the ROTC staff. These forms require what many teachers and vocational area instructors consider to be an inordinate amount of time relative to their usefulness. IEPs have presented other problems as well. Many parents have chosen not to participate in the development of thier children's IEP, so P.L. 94-142 hopes for an alliance of educators and parents have not been fully realized at the ROTC. Until the current school year, IEPs were not written until students were already enrolled at the ROTC. The planning and placement team at the high school (in the Manchester district) or at the district level (in other participating towns) made the referral to the ROTC; thus the IEP did not give any consideration to the issue of the least restrictive environment, as was the intention of P.L. 94-142. Now, new students are accompanied by IEPs developed by their home high schools. Finally, some staff members maintain that development of IEPs at the ROTC has been hampered by the lack of a truly generalizable, developmental, sequential curriculum and assessment procedure which can be used to predict a student's educational goals and specify the means of achieving them. The developmental, sequential curriculum and assessment procedure described earlier is apparently not concrete enough to permit the kind of specificity desired by some ROTC personnel involved in IEP development.

Other ROTC personnel were concerned that their graduates are frequently unable to find or retain employment in the vocational areas in which they were trained. Vocational training may not be concentrated enough in a single area or in a limited number of areas for each student, and this may be a consequence of the freedom students have to explore a wide range of career choices throughout their tenure at the ROTC. Moreover, job placement at the ROTC is the primary responsibility of only one person--the vocational rehabilitation consultant. While she is considered highly effective at this task, the sheer size of her "caseload" suggests that other personnel (including vocational area instructors) could become profitably involved in job placement. Finally, there is no systematic follow-up by the ROTC of its former students; detection and remediation of job-related problems is generally left to the agency to which the student is referred upon leaving the ROTC.

The ROTC staff is very sensitive to the possibility of appearing to compete with local businesses or other enterprises. Educationally, the ROTC competes in a sense with local high schools and a facility of the Connecticut Division of Vocational Education (Cheney Technical School). Any sense of conflict which might be expected to arise as a result of areas of responsibility overlapping among these schools is largely avoided. The ROTC's role in occupational preparation of the region's handicapped youth has been well publicized and seems to be widely accepted.

Another kind of competition has the potential to be more troublesome. Some of the vocational training courses (notably horticulture and woodworking) produce goods which could compete for the same markets used by local horticulture and small-scale contractors. For example, the woodworking class periodically builds small utility sheds which are sold to the public; plants raised by horticulture students have been sold to a local business as promotional gifts; and students in the independent living course offer housekeeping services. In these and other cases, the ROTC Director and the appropriate teachers or instructors survey local businesses and markets to see that private commerce is not significantly threatened. The Business Advisory Committee is a useful resource regarding the potential undesirable effects of the ROTC's quasi-commercial ventures.

The possibility of harmful competition between the Manchester Sheltered Workshop and the ROTC for piecework and other subcontracts has not been a problem. The ROTC received its subcontracts from the Workshop and does not bid for them independently. It uses these subcontract jobs in the factory benchwork vocational area and in vocational assessment.

Finally, there is a concern which is undoubtedly echoed in most facilities like the ROTC in the United States: Support in terms of funding and availability of auxiliary services, such as speech-language and psychology, is perceived as too limited by some ROTC personnel. Indeed, the ROTC does not have permanently assigned psychologists or speech-language therapists as do other Manchester schools. Moreover, unlike several other programs reviewed here, the ROTC receives no funding and little other programmatic support from the State Division of Vocational Rehabilitation or its local offices--usually only individual services for individual student-clients.

Chapter 10

SALT LAKE CITY, UTAH

Overview

The Columbus Community Center (CCC) in Salt Lake City, Utah, is a cooperative endeavor of the Salt Lake City Board of Education; the Utah Division of Rehabilitation Services; and the Utah State Board for Vocational Education. Accredited by the Commission on Accreditation of Rehabilitation Facilities, the CCC is an education/rehabilitation facility which serves the handicapped and disadvantaged population of the area. The CCC provides work activity, sheltered employment, vocational training, job placement and follow-up, therapeutic recreation, and functional, basic academic training; thus, the CCC offers to the handicapped an opportunity to become participating, contributing members of the community.

The CCC serves adults ages 16-23. Training at a wide range of skill levels is offered in order to provide a continuum of educational and vocational services along which the handicapped can progress toward "normal" functioning. Originally developed and administered by parents and concerned citizens in the Salt Lake area, it is now administered by the Salt Lake City School District.

Salt Lake City is a metropolitan area of approximately 500,000 people in Central Northern Utah. The local school district has a population of 25,000 students, including 2500 handicapped students. Of the 2500 handicapped students, 1600 are taught in resource rooms, 300 in self-contained units, and 105 by other agencies under contract.

The Columbus Community Center provides programs for a daily average of 210 participants with approximately 420 persons receiving services during a year. There are six categories of exceptionalities:

1. Mentally Retarded - 95%
2. Hearing Impaired - 5%
3. Speech Impaired - 15%
4. Visually Impaired - 7%
5. Emotionally Disturbed - 7%
6. Orthopedically Impaired - 16%

Approximately 45% of the individuals served by the Columbus program could be categorized as multiply handicapped, as illustrated by the above figures. The program cannot serve the visually impaired who are at the point of total blindness, nor can it provide a specific program of services for a specific learning disability.

Vocationally Oriented Programming

In order to realize its goal of helping the handicapped progress toward "normal" functioning, the Columbus Community Center provides services in three components: Academics and Work Activity, Vocational Training and Placement, and the Skill Training Program Area. This organizational arrangement (see Figure 10.1 for chart) provides sufficient content coverage and flexibility to ensure that each client is given an opportunity to reach full potential. In addition, all programs are open-entry and open-exit.

To be admitted into the Columbus Community Center a student must meet these entrance requirements:

1. Be sixteen years of age or older
2. Have a learning, motor, social-personal, or sensory-communicative handicap
3. Exhibit basic and minimum self-care skills, such as being toilet scheduled
4. Must not exhibit frequent self-abusive or other abusive behavior
5. Demonstrate sufficient upper extremity mobility to perform minimal tasks

Entrance criteria for the specific occupational Skills Training Program and Vocational Training and Placement may exceed these criteria, contingent upon the skills and performance level required of the particular occupation being pursued. For example, entrance into the Auto Detailing program requires that individuals be 18 years of age and possess a valid Utah driver's license. For vocational training in the Vocational Training and Placement program area, an individual must be able to perform at a level specified by the CCC. Individuals who meet the minimum criteria can be served in Vocational Training and Work Activity, Vocational Training and Placement, or the Skill Training Program Area.

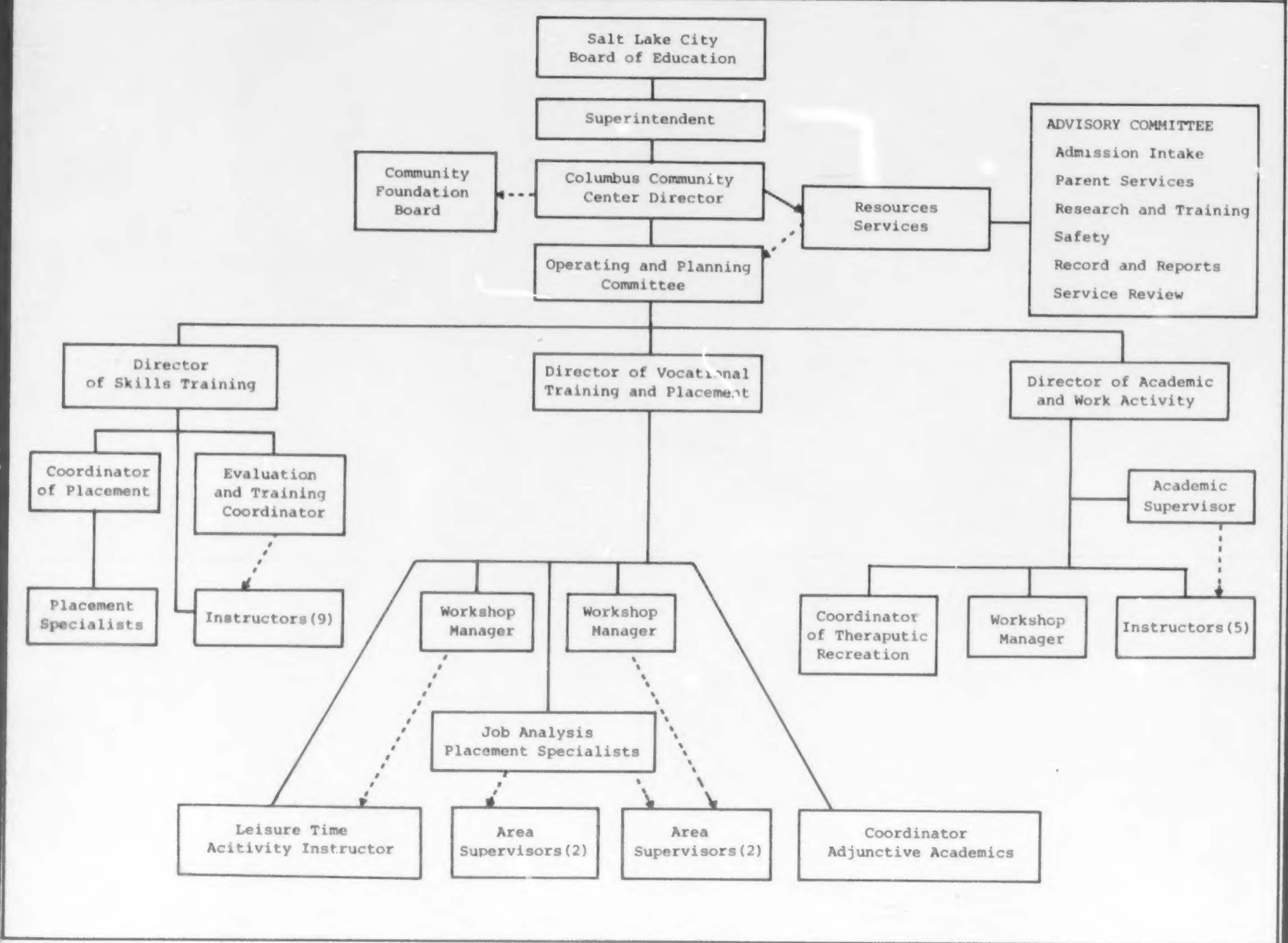
Academics and Work Activity

Serving approximately 100 school-age and adult severely handicapped participants, Academics and Work Activity can be characterized as a full-time academic program with part-time vocational emphasis.

Academic emphasis includes basic academics, such as reading and math, and functional academics, including time-telling, change-making, and survival words. In addition, many academically related behaviors are developed; these include increasing attention span, following directions, and increasing perception.

A program area workshop provides part-time vocational preparation and training, including basic work skills such as determining sizes and shapes, color discrimination, and use of a time clock. The workshop also provides actual paid work experence in a type of work activity environment.

FIGURE 10.1: COMMUNITY CENTER ORGANIZATIONAL CHART


Salt Lake City Board of Education
Superintendent
Community Foundation Board
Columbus Community Center Director
Resources Services
ADVISORY COMMITTEE
Admission Intake
Parent Services
Research and Training
Safety
Record and Reports
Service Review
Operating and Planning Committee
Director of Skills Training
Director of Vocational Training and Placement
Director of Academic and Work Activity
Coordinator of Placement
Evaluation and Training Coordinator
Academic Supervisor
Placement Specialists
Instructors (9)
Workshop Manager
Workshop Manager
Coordinator of Theraputic Recreation
Workshop Manager
Instructors (5)
Job Analysis Placement Specialists
Leisure Time Acitivity Instructor
Area Supervisors (2)
Area Supervisors (2)
Coordinator Adjunctive Academics

Academics and Work Activity includes two pilot programs operated in local high schools. In one program, trainable mentally retarded individuals, 16-21 years of age, are taught in self-contained classrooms within the high schools, but are integrated into physical education, home economics, and extracurricular activities. Regular students are encouraged to visit the program and work with handicapped individuals. The second pilot program is known as Extended Work Activity (EWA). Enrollment is limited to 25 clients who must be over 22 years of age. In this long-term situation, half of each day is devoted to work activities and other half day to activities needed to develop and improve the "quality of life" skills of each participant.

Vocational Training and Placement

Vocational Training and Placement provides approximately 65 handicapped adults with extended employment and the opportunity to prepare for the competitive labor market. This area can be characterized as a full-time preparation and training with a part-time functional academic emphasis; the program assists each employee in developing good work habits rather than specific job skills. Workers are evaluated on the basis of attendance, punctuality, productivity, completion of assigned tasks, ability to accept criticism, working well with others, and other work-related behaviors.

Each employee's performance is charted daily by the employee's supervisor. Evaluation is based on attendance, punctuality, work attentiveness, production rate and quality standards. Social skills, such as the ability to get along with co-workers, are equally important in the evaluation. (See Appendix C for forms used in the Salt Lake program.) This evaluation information is used to set up new performance objectives for each employee and is available to employee and family at any time.

Employees are trained in subcontract situations based on competitive bids with industry. Contracts have included such areas as electronics assembly, soldering, packaging, crate construction, and equipment refurbishing.

Employees have an opportunity to supplement their work schedule with classes in functional academics and living skills. More than 20 of these courses are offered including math, reading, money management, time-telling, cooking, sewing, and riding the public transit system. Academic instruction is conducted in small-group settings with emphasis on individual needs.

Overall, workshop employees consistently produce high quality work and meet the production schedules set by contractors. Those employees who consistently perform at a high level are recommended by the supervisor for job placement. At this time, a CCC placement specialist assists individuals in developing opportunities leading to full-time employment.

Skill Training Program Area

The skill training area is composed of five, short-term, intensive training programs geared toward specific occupational job skills for the approximately 50 individuals enrolled. The five areas include auto detailing, food service, industrial housekeeping, custodial, and extended-care nursing. Each area guarantees placement upon completion of training.

Auto Detailing. This training area, housed at a separate location in Salt Lake City, teaches the conditioning of new and used cars.

This work requires comprehensive training in cleaning automobile interiors, engines, trunks, and chrome trim. The training includes 6-15 weeks of intensive instruction and evaluation, an introduction to the use of various automotive power and hand tools, and an emphasis on shop procedures and safety. While in training, individuals receive a training stipend equal to the current minimum wage. Clients can be paid for a maximum of 32.5 hours of training/work per week. Students will have the opportunity to be placed as auto detailers, painter's helpers, body and fender apprentices, or lot men.

Food Service. Training in this area takes place in the Columbus Community Center kitchen and Highland High School. Trainees rotate through all areas of the kitchen to learn baking skills, salad preparation, serving, busing, dishwashing, and sanitation procedures as practiced commercially. As the CCC kitchen prepares several hundred meals per day, this is a real, rather than a simulated, training environment.

The 6-15 week training period also emphasizes work and social adjustment skills. Students are instructed and evaluated in all aspects of the food service industry. After evaluation, students receive intensified training in the area where they show the most desire, aptitude, and proficiency. Job opportunities are available for students trained as cooks, bakery assistants, general kitchen helpers, busboys, dishwashers, cashiers, and salad preparers.

Industrial Housekeeping. The Hotel Utah, a top-rated hotel in downtown Salt Lake City, serves as the training site for students working in all phases of industrial housekeeping including bedmaking, vacuuming, dusting, vanity cleaning, and disinfecting. Industrial standards are used to determine how many rooms should be cleaned per day. Trainees receive 6-15 weeks of intensive evaluation, job and social adjustment training. Lessons, activities, supervised practice of tasks, and behavioral programming are all included in the format. Later, students will be able to find work as hotel/motel housekeepers and supervisors, hospital housekeepers, laundry and linen workers, and nursing home housekeepers.

Custodial Program. The custodial program, located at Westminister College in Salt Lake City, prepares trainees to be competent and efficient custodians. Each learns all phases of custodial work, including proper use and maintenance of equipment and supplies. The program is composed of 6-15 weeks of intensive job and social adjustment training. The trainee is evaluated and instructed in the latest techniques used in the custodial profession. The program is divided into three stages: a one-month feasibility evaluation, a practical training followed by a written practical test, and a performance training to determine readiness for competitive employment.

Students receive specific individualized and group instruction in equipment usage, product knowledge, and work adjustment. Industrial jobbers give demonstrations of the latest products and equipment. Placement opportunities in this area include jobs as school custodians, hospital custodians, window washers, office and business custodians, and contract janitors. Actual placement varies widely according to student skills and abilities.

Extended Care Nursing Assistant Training. Hill Haven Convalescent Center is the site of the extended care nursing assistant program.

This program, the most extensive and intensive offered by the Columbus Community Center, prepares individuals for employment as nursing assistants or as orderlies. Participants receive training in 56 different nursing care areas for at least 200 hours as required by the state. As might be expected, the training time in this area is longer than in other areas, averaging three to six months.

Each trainee receives specific individualized instruction and group lessons in all aspects of nurse's assistant training including record keeping of temperatures, pulse and respiration rates, blood pressures, and intake and output tabulations. Because some students have problems with written communication, the program emphasizes oral, visual, and performance evaluations. Graduates receive state nursing aide certificates.

The training provided in this area enables graduates to work as orderlies, nursing assistants, or hospital aides. Due to the intensive nature of this training, the dropout rate (40%) is the highest of any skill training program area; however, individuals who do drop out are immediately referred to another skill training area.

In all the program areas, a placement committee determines the time for competitive employment. Care is taken to match the client to the job possibility, and placement personnel try to know the client and the instructor.

Actual placement on the job is preceded by a special period in the client's training when the supervision and the environment are changed to approximate a real-life setting. This has been found to be helpful in removing the client's fears about the unknown surrounding an actual job.

After the placement staff has developed a job possibility for an individual, training is provided to make sure the client can fill out application forms appropriately and promptly. Interview training is also conducted to help the client make a good first impression with a potential employer.

Follow-up is a necessary ingredient in the success of the CCC program, which currently demonstrates a 74.6% overall rate of retention with 129 placements in fiscal year 1979. A one-year follow-up study is conducted on each person placed; this follow-up consists of a minimum of 14 personal contacts with the client's employer, fellow employees, parents, and the client himself. Information is recorded as to the client's reported social skills, work skills and current job status.

Planning and Implementation

All participants in the Columbus Community Center program follow a similar plan of action upon referral to the center:

1. Referral to Columbus Community Center
2. Initial interview
3. Admittance into one of the three major program areas
4. Two to four week evaluation test
5. Meeting with instructor, referring agency representative, and family to develop the Individual Program Plan
6. Intensive work and social skills training
7. Referral for placement
8. Determination of placement opportunities by job placement committee
9. Placement in competitive employment

10. One-year follow-up (by Columbus staff) with the employee, employer, co-worker, Division of Rehabilitation Services counselor, and family member

The development of the Individual Program Plan (IPP) is an essential part of the planning process. At this point, representatives of Columbus Community Center, the referring agency, the family, and other service providers (e.g., speech therapist) determine which training program is best suited to the needs, aptitudes, and desires of the participating individual.

The IPP is composed of 3 sections: (1) Assessment, (2) Annual (long-term) goals and (3) Short-term objectives. Assessment involves a two to four week evaluation of the trainee's aptitude, motor skills, and social skills. This is an essential part of the IPP planning process because it allows for the formulation of base-line data to be used as a point of departure for further training.

Annual goals at CCC serve several purposes. They provide accountability measures, motivate participants, facilitate instructor/advisor-parent communication, make instructor/advisor preparation more relevant, help focus learning activities, and identify the person responsible for implementing instruction to reach these goals.

The annual goals established at CCC are based on the following principles:

1. Goals must come directly from assessment.
2. Goals should be stated in terms of expected participant performance.
3. Goals should be stated positively, not negatively.
4. Goals should be stated in order of importance to the individual.
5. Goals should be based on realistic estimates of performance.
6. Goals should be tested in reasonable number (3-5 is usually adequate).

Short-term objectives are written down to facilitate achievement of the annual goals. Ths objectives are considered bench marks, time lines, or instructional sequences which increase present level of performance to the level of expected performance set forth in the annual goals.

Short-term objectives are described by the person responsible for delivering the services required to reach the annual goal. At least two to four short-term objectives are to be stated for each IPP goal. Usually written and reviewed on a quarterly basis, the objectives have a beginning data and target completion date.

The written short-term objectives at Columbus Community Center must list three elements:

1. Observable and countable behaviors
2. Conditions under which behavior takes place
3. Mastery criteria such as rate, time, and accuracy.

Cooperative Relationships in Planning and Implementation

The Columbus Community Center operates under a unique system of administration at the state level. Utah's State Board of Education is responsible for Regular Education; the State Board of Vocational Education is responsible for the Division of Rehabilitation Services and Vocational Education.

The cooperative relationships at the state level naturally influence the operation of organizations such as the CCC. These cooperative relationships in Utah are best illustrated by the following statements from the agreement between the special education, vocational education, and vocational rehabilitation organizations at the state level.

> *Statement of Responsibility*
>
> The Office of the State Board of Education will support and assist local school districts to carry out their legal mandate to provide for the education and training of school-age, resident handicapped/exceptional students. The Division of Program Administration/Special Education Section and the Division of Vocational Education recognize the need for medical, social, rehabilitative and other related services for secondary handicapped/exceptional students to assure an appropriate educational opportunity. The Division of Rehabilitation Services may provide such support services as needed to assure that eligible handicapped students approaching an employable age are adequately prepared to bridge the gap between the public schools and employment.
>
> *Target Population*
>
> Within this agreement the target population for cooperative services is defined as those students who qualify for special education and vocational education and who are eligible to receive vocational rehabilitation services. Eligibility for vocational education and special education is defined within Administrative Rules and Regulations for Special Education and by local board policy. Eligibility for rehabilitation services is determined by:
>
> a) The presence of a physical or mental disability which is a substantial handicap to employment;
> b) The provision that Vocational Rehabilitation services will aid toward employment; and
> c) The person must be of employable age.
>
> *Individual Education Plans/Programs IP/IEP/IWRP*
>
> State policies issued by the Office of the State Board of Education, Special Education Section, the Division of Vocational Education and the Division of Rehabilitation Services will encourage coordination of individual plans at the local program level.
>
> A representative of Rehabilitation Services and Vocational Education should be involved as a member of the local district Child Study Team when individual education plans/programs are written for handicapped/exceptional students at the secondary level. It is especially important that Rehabilitation Services personnel be involved in the last year of program planning conducted by the public school Child Team Study prior to leaving the school system. If the individual education plan/program for a handicapped student specifies services

from regular vocational program and/or from Rehabilitation Services, specific written individual plans required by those agencies will coordinate and be compatible with the student's individual education plan/program.

Related Services/Vocational Education Support

In the development of individual education plans/programs for target population students within this agreement, related services may be provided by Rehabilitation Services. These services are available under the Rehabilitation Services program to those individuals who meet the eligibility criteria of Rehabilitation Services and are in need of such services as determined by the Rehabilitation Services counselor. The Division of Rehabilitation Services is required to explore all other resources that exist applicable to each case from private companies or federal legislation.

Support services may be provided by the Division of Vocational Education to those students enrolled in a state reimbursable vocational education program.

The list in Table 10.1 details possible services and the agency through which the services may be provided.

Funding

The cooperative nature of the Columbus Community Center is best illustrated by looking at its funding sources. Funds at the local, state, and federal level include monies from special education, vocational rehabilitation, and vocational education sources.

The budget for fiscal year 1979 was $855,000. A partial breakdown of the budget is represented in the following list:

1. Federal: CETA - $116,000; Developmental Disabilities - $13,000
2. State: Division of Rehabilitation Services - $150,000; Vocational Education - $85,000
3. Local: School District Special Education - $131,000; Subcontracts (industrial) - $90,000

A formal contract is negotiated annually with the Division of Rehabilitation Services (DRS) based on a fee for services; these funds are then used for program staffing and a variety of other services for clients referred by DRS. DRS counselors help develop the IPP, render diagnostic services, and meet other needs of the individual such as transportation and lunches.

Funds are awarded on an annual grant basis by the Utah State Board of Education for vocationally oriented programs serving handicapped individuals. This source of funds provides for staffing and other needed services in addition to the Part "B" monies allocated on a grant basis.

Administratively, the Columbus Community Center program is operated

TABLE 10.1: AGENCY RESPONSIBILITIES

	REHABILITATION SERVICES	VOCATIONAL EDUCATION	SPECIAL EDUCATION
Information, consultation	X	X	X
Evaluation of potential, when critical to development of individual plan	X		X
Counseling client/student	X		X
Medical restoration	X		
Vocational training	X	X	X
Maintenance of client	X		
Placement of client/student	X	X	X
Transportation of client/student	X		X
Telecommunications	X		
Salaries of selected personnel involved in delivery of special programs		X	X
Supplies and instructional materials over and above standard school resources		X	X
Instructional staff travel needed for workshops, prevocational meetings, or work placement coordination		X	
Staff development	X	X	X
Specialized support services contingent on student/client condition, program circumstances and problem	X	X	X

under the jurisdiction of the Salt Lake City Board of Education, with the direct line of authority from the Pupil Services Department (Special Education) of the district. Funding is based on average daily membership/average daily attendance and provides staffing for services to the trainable mentally handicapped and severely mentally handicapped school-age individual residing within the district boundaries.

Additional funds come from the Division of Family Services (DFS) and the Comprehensive Employment Training Act (CETA). DFS monies are used for staffing and such services as therapeutic recreation, speech therapy and audiology, and physical therapy. CETA monies are used for placement and follow-up services, operation of the Auto Detailing program, and stipends for participants in that program.

Each of the various funding sources is involved in consultation, joint planning, and coordination. Only through this base of funding, however, has the CCC been able to operate such a wide range of programs.

Major Issues

The Columbus Community Center has a program which is comprehensive and well planned. However, the staff recognizes that improvements can be made.

At the present time, a certificate of completion is given to each individual upon successful completion of training. The awarding of diplomas, which might provide more incentive for the clients, is being considered and may be in effect shortly.

A formal advisory committee for vocational education could possibly stimulate greater involvement in this area. This committee could consist of leaders from business and industry in addition to persons involved in vocational education. More interaction between vocational education and special education, especially in the funding area, could be worthwhile.

The mainstreaming pilot program in Academics and Work Activity should be expanded as much as possible, not only in terms of increasing enrollment, but in terms of increasing the number of academic areas. Staff members in Academics and Work Activity,as in all the CCC programs, are very competent and should be able to handle such expansion. Some expansion, in fact, is already in process: the educable mentally handicapped will be included in the high schools, which will also have a vocational education program for Resource classrooms.

Chapter 11

ST. PAUL, MINNESOTA

Overview

The St. Paul Public Schools, in collaboration with the local vocational rehabilitation office, have attempted to build a coordinated network of vocationally related programs and services to meet the needs of all types and degrees of handicapped youth. Services include career exploration, prevocational evaluation, vocational assessment, individual vocational counseling, vocational training in school district vocational centers staffed with special tutors, part-time work experience and on-the-job training, employability skills classes, vocational interpreters for the deaf, and post-high school training and follow-up. The network of services includes facilities outside the school system proper, and all components of the network add up to a comprehensive array of options underlaid by a strong vocational evaluation program.

A unique mechanism for achieving vocational rehabilitation-education partnership is the Cooperative School Vocational Rehabilitation Component (Option 1), a third-party agreement which has resulted in the hiring of five rehabilitation counselors as permanent school district employees. These counselors, trained in both special education and vocational rehabilitation, establish relationships with youth early in their secondary school careers and then provide continuity after they graduate. The IWRP (individualized written rehabilitation program) is coordinated with the IEP (individualized education program). The IEP is monitored by school building staff; these special education facilitators are hired explicitly to coordinate services mandated by P.L. 94-142 and to facilitate mainstreaming. The facilitator role appears to be another unique feature of the St. Paul system. Both the rehabilitation counselor and the facilitator provide the means for coordinated planning of a student's progression through appropriate components of the network of services and programs.

The school district corresponds to the boundaries of the city of St.

Paul (population approximately 300,000), which is located within the Twin Cities metropolitan area. It has 34,000 public school students of all ages, plus approximately 15,000 students in nonpublic schools. The school district has responsibility for providing special education services for nonpublic school students (approximately 500) by offering these services at a public school. The public school system consists of approximately 60 schools, 40 elementary and 20 secondary. As in many settings, enrollment has been decreasing since 1970 (when there were approximately 50,000 public school students), and plans have been drawn up for the closing of some schools. However, the special education enrollment is still increasing. According to the most recent nonduplicative count for P.L. 94-142 purposes (December, 1978), the special education population consists of 5,119 students with IEPs - including 288 tuition-paying students and 222 children under age three. The tuition-paying students are referred from neighboring school districts for certain specialized special education programs which are regional in scope (for example, one program for autistic children and one for the hearing handicapped).

The Special Education Vocational Services Program, which focuses on the age range of 15-22, serves approximately 650 handicapped students. The five school-hired rehabilitation counselors carry a combined caseload of approximately 900 clients per year, over half of whom are post-high school clients.

Vocationally Oriented Programming

Project Explore

Project Explore is a nationally recognized program which provides vocational assessment and career exploration experiences for secondary handicapped students. The program was initiated in the 1975-76 school year and was expanded in 1976 through increased financial support from state vocational education (the 10% set-aside for handicapped students), special education, and local school district funding. A student is typically referred to Project Explore in the 10th grade. The vocational assessment information gained during the student's tenure in Project Explore is then reported back to the student's IEP team, which then works to place a student into an option recommended as appropriate by Project Explore evaluators. Project Explore is recommended for most special education students. It is either considered to be a means of identifying special education and vocational needs which would then be used to develop an appropriate IEP, or it is used to achieve goals already specified in the IEP relevant to career exploration, vocational training, and placement. Three vocational evaluators, each responsible for working with five to ten students at a time, are assisted by four vocational evaluation assistants.

Project Explore's major goals are to expose students to the array of vocational training and career opportunities in the area, develop awareness of vocational interests and abilities, and provide students and others (parents, rehabilitation counselors, and school personnel) with information which can facilitate the development of realistic vocational goals. Approximately 300 handicapped students are served each year, including many delinquents, dropouts, and others whose handicaps are included within the general category of emotional or behavioral disability. Students are referred by the IEP team or by rehabilitation counselors, work experience handicapped coordinators, correction counselors, or other special education and vocational education personnel. Entrance into Project Explore must in all cases be dictated by the IEP team.

The vocational evaluation program emphasizes "hands-on" experience in nine vocational clusters designed to be appropriate to the job market in the Twin Cities area. There are nine occupational clusters: business and office, transportation and automotive, electronics, maintenance, health and personal services, manufacturing, graphic arts, food services, and miscellaneous. Most of the six-week program consists of "hands-on" activity drawing on over 300 work sample stations relevant to these nine clusters; some are commercially developed work samples while others have been created by staff. Commercially produced work sample systems in use include the Singer Work Evaluation System, the Wide Range Employment Sample Test, parts of the TOWER and Valpar systems, and Project Discovery, a career exploration system. Vocational interest, aptitude, achievement, and dexterity testing is also conducted. Assessments are comprehensive and at the same time tailored to the interests and needs of the individual students. Students typically attend half-day for six weeks, although the time frame can be lengthened or shortened as appropriate.

An innovative technique of "job shadowing" is used primarily when the adequacy of a student's vocational plan is in doubt. The Work Experience Handicapped Coordinator can arrange for a shadowing experience of from two to three weeks; during that time the student is matched with a worker in the occupation being considered and literally becomes the worker's shadow, observing the worker and getting a first-hand view of what the job entails. If the job appeals to the student, vocational center on-the-job training can be arranged. If it does not appeal, a different cycle of evaluation or shadowing can be tried.

Along with this vocational assessment program is an occupational awareness program designed to educate students to the nature of occupational fields they may have an interest in. A variety of media materials--including films, filmstrips, and taped interviews with workers--are used. Field visits to employment sites are available for more intensive exploration once students have narrowed their choices. Finally, the occupational awareness component includes training in job-seeking skills and job-survival skills. Included are such topics as setting vocational goals, locating job openings, filling job applications, handling a job interview, and engaging in appropriate behavior at work. Vocational counseling sessions with individual students help tie the various components together as students develop a vocational plan.

Following the student's tenure in Project Explore, a staffing is held with the referring source in order to discuss outcomes and identify viable placement options. Parents and members of the IEP planning team are encouraged to attend. A formal report is also prepared to summarize the student's strengths and weaknesses, interests, and recommended vocational programming; this information is then incorporated in the IEP. A report on Project Explore indicates that of the 300 students served in the 1977-1978 school year, 75% were indeed placed in some type of further vocational development experience after the six-week assessment. Students who do not succeed in a recommended placement can be rerouted through Project Explore or, alternatively, tried out in the second option which was originally recommended.

Auxilliary functions of Project Explore include orienting vocational education teachers to handicapping conditions; operation of selected work simulation units for junior high students; and skills training in shipping and receiving, business office, building maintenance and housekeeping, all areas in which other options had not previously existed. Primarily, however, Project Explore represents the major site for early vocational evaluation and career awareness training in the school system.

Work Experience Handicapped Coordinators

Work Experience Handicapped Coordinators (WEHCs) are school staff assigned to secondary schools throughout the system to (1) arrange and supervise work experience sites for handicapped students and (2) provide employability skills seminars for such students. There are statewide criteria for these positions, which are partially supported by the 10% vocational education monies set aside for the handicapped. WEHCs function the way work-study or vocational adjustment coordinators function in many other settings. The IEP development process provides the mechanism for entering students into the system. Students may spend a semester in Project Explore early in their high school career to secure vocational assessments. When they are ready for trial employment, either after training or vocational evaluation or at any time, the WEHC facilitates that process. Students may be put in a competitive employment setting for half of the school day, taking other classes and the employability skills seminar the other half of the day. In the last trimester of the senior year, some students work full-time outside the school and may return one day a month, through arrangement with the employer, for employability counseling. Just beginning is an Out-of-School Youth program for dropouts.

The Employability Skills Seminars (ESS) appear to be shaped independently by the individual instructors around a modified version of the Project Price curriculum developed by Donn Brolin. Much borrowing has been done for plans developed in other school systems in the Twin Cities area; the system has recently adopted a standard set of textbook materials featuring Entering the World of Work by Kimbrell and Vineyard (Bloomington, Ill.: McKnight, 1978) and other workbooks. One-hour class periods (sometimes at 7:00 in the morning for those who are placed on jobs) are a continuous part of the students' experience while they are working or while they are attending a vocational center; classes include some students not in a vocational training or experience placement. Topics dealt with may be peculiar to students' individual difficulties and deficiencies. More generally, the focus is on functional math and reading, personal care and hygiene, job seeking skills, and so on. Most of these classes are aimed at mentally retarded and learning disabled students; specialized classes for the physically handicapped and hearing impaired are also available. In certain cases where the classes are not appropriate, the rehabilitation counselor may provide alternative individual employability skills counseling once a week. If they can manage a more rigorous course, many students with special learning and behavioral problems attend separate ESS classes run by work experience coordinators for the disadvantaged.

A high school which draws physically handicapped students from the east metropolitan special education area has developed a special unit for the multiply and severely physically handicapped. At the time of the site visit, fifteen physically handicapped students were in the employability skills seminar and four were working outside the school. Available staff included an occupational therapist, physical therapist, speech clinician, and instructor of physical education. Between the junior high and senior high levels in the school system, there are approximately 40 physically handicapped students; most are congenitally handicapped, many of them with cerebral palsy. Parent cooperation and involvement for this group is high in comparison to that for other handicapped groups. In some cases it has been arranged for students to have an additional year of high school if they believe that it would be beneficial. According to the staff, the school has been very receptive to the physically handicapped students; nonhandicapped students provide help in navigation and recently elected a physically handicapped student as a cheerleader. On the other hand, given the strong philosophy of mainstreaming in the school, a difficulty has arisen in involving regular teachers in the IEP process. The staff has been considering a brief form to use in obtaining feedback about student adjustment in regular classes.

Another high school specializes in working with deaf students from all over the system as well as from outside. A deaf theater has been developed; also, sign language classes are offered for both hearing impaired and nonhearing impaired students. In fact, 150 students without hearing loss have taken these classes during the past three years. A buddy system is also used to facilitate integration of hearing and nonhearing students. Vocational interpreters for the deaf (discussed later) help to insure that whatever vocational programming a hearing impaired student receives is meaningful. Through this combination of efforts, involvement of hearing impaired students at all levels of school programming appears to have been achieved.

School Rehabilitation Counselors

The five rehabilitation counselors working full time with the school district have offices in the central administration building but spend the bulk of their time out in the schools to which they are assigned. The Department of Vocational Rehabilitation (VR) contributes annually approximately $4000 - $5000 to each of their salaries; the school district and state special education funds provide the rest. VR has been involved with the St. Paul school since 1945; however, a more "modern" relationship has evolved since 1964. These VR counselors play the same roles that rehabilitation counselors typically play, but their assignment to schools means that they can monitor and work with a student/client from early in his or her career until after graduation. All five of the counselors are also certified in special education and as WEHCs; as former teachers, their backgrounds have equipped them to work well with school personnel involved with VR clients in the IEP process. The fact that they are physically present within the individual school increases rehabilitation's involvement with clients and school personnel, and strengthens linkages between the school program and community resources.

When a special education student reaches employable age, a referral to vocational rehabilitation is made by the school nurse, the facilitator of the student's IEP, or sometimes by a high school counselor. The usual VR eligibility criteria are applied, with learning disabled special education students denied service unless they have other handicaps as well. A state medical consultant reviews the medical and psychological evaluations of a potential client to ascertain that there is a disability, while the counselor determines that there is a vocational handicap. The eligibility determination must also be signed by the VR supervisor; alos, state auditors closely monitor eligibility determinations. The referral system, due to the establishment of an IEP monitoring process, appears to be well defined, with students from both public and nonpublic schools usually being referred to vocational rehabilitation at age 16 or 17.

Once a referral has been made, the VR counselor determines eligibility for VR services and attempts to establish a relationship with the client and the client's family. Coordination of the IWRP and the IEP is handled in various ways. Often a secondary IEP, often calling for VR services, has already been established by the time the student is referred to rehabilitation; the counselor then meets with the special education facilitator to assure communication. After ascertaining that the IEP is agreeable to client and family, the counselor then attempts to make the IWRP consistent with the IEP. The VR counselor also receives copies of Project Explore assessment reports. In the past, IEPs tended to focus on educational needs while IWRPs focused on vocational needs; thus, there was not as much overlap between the two. Currently there is a strong attempt to develop vocationally oriented IEPs. A joint IEP-IWRP form has been experimented with, but it was developed primarily for students not receiving special education services though qualifying for rehabilitation services (e.g., a college-bound student with epilepsy). Further efforts to consolidate IEPs and IWRPs are anticipated; school personnel are eager to make greater use of the counselors' diagnostic expertise in their own IEP development process.

As the student progresses, the rehabilitation counselor may be involved in IEP meetings, especially if the student is severely handicapped and therefore a VR priority, or if the student has needs for VR-purchased services. Further, the VR counselor may serve as an advocate for the client if some vocationally related need could be better met by the school system. Whether involved or not in these meetings, the VR counselor must assure that what is being said to the student/client by VR and school personnel (school counselor) is consistent.

The counselor sometimes uses VR funds to support special services not available in the school district. In such cases, the service is specified in the IEP. For example, the counselor might purchase vocational training services at Minnesota Diversified Industries (a private facility discussed later), if training as a nurse's aide or orderly appeared to be an appropriate vocational goal for a student; this type of training is not currently provided by the schools. Similarly, specialized placements at other work adjustment and training centers in the area or in on-the-job training outside the schools may be funded by VR. In a student's senior year, it is particularly important that the rehabilitation counselor be involved in the IEP conference. By this time a specific vocational objective for most clients has been established, and the counselor provides follow-along after graduation. Also by this time, the counselor knows which students may need continued services such as training in an area vocational technical institute after graduation. For many students, the counselor then becomes the critical link between school and post-school experiences.

Vocational Centers

At the secondary level, the vocational education program in the school district takes the form of several centers which provide specialized training in various trades. In Minnesota these centers are governed by state vocational education regulations and have community advisory committees. As in many areas of the country, such speialized vocational education opportunities have not been available to handicapped students in the past. The solution developed by the St. Paul School District is to provide technical tutors for students with special needs at many of these vocational centers. The technical tutors are primarily charged with helping to modify the training program in light of the student's handicaps.

At the present, the following vocational areas have technical tutor staff support: autobody, auto mechanics, welding and truck trailer repair,graphics, horticulture, and food services. In addition, an instructor, but not a technical tutor, is available in construction. A student might be enrolled in a vocational center if the assessments (produced in Project Explore and incorporated in the student's IEP) or the IEP process itself suggest that training in one of the vocational center areas would be appropriate in terms of the student's long-range vocational goals. Whereas the lead vocational education instructor was formerly reponssible for student intake and assignment, the technical tutor now does it for handicapped students and can often assist with an appropriate matching of a vocational education teacher with a handicapped student. Further, the supervisor of the vocational services facilitator is personally involved in entering handicapped students into the vocational centers and overseeing the tutors and vocational interepreters for the deaf. This individual, supported by P.L. 94-142 funds and responsible for Work Experience Handicapped Coordinators and Project Explore, plays a facilitator role with respect to vocational services.

During 1977-78 school year, the number of handicapped students in automotive and transportation, autobody, horticulture, and graphics were 70, 39, 28, and 24, respectively. As education assistants, technical tutors are partially supported by state vocational education handicapped set-aside funds and receive less pay than a classroom teacher. The state standards specifying the requirements for certification as a technical tutor place priority on competence and experience in the technical area rather than on special education training. The position requires only a high school degree, 1000 hours of work experience in the area or at least one year of secondary training in the area, a vocational education and a human relations course, and in-service work pertaining to special needs students. It appears that the usual pattern is for the technical tutor to work in conjunction with the vocational instructor to relieve the instructor of excess load associated with including handicapped students in the classes. Both may work with handicapped and nonhandicapped students, but the technical tutor's role is to permit specialized and individualized assistance to handicapped students.

Vocational interpreters for the deaf often play a similar facilitative role when deaf students are enrolled in vocational education programs. For example, a vocational interpreter,based at the high school,specializing in working with deaf students went to the graphics shop during an hour when two deaf students were enrolled in order to provide instruction and guidance in sign language. This particular interpreter was also developing a simplified version of the graphics curriculum which was intended to aid deaf students as well as others with learning problems. This vocational interpreter-tutor goes where needed by deaf students (on-the-job training sites, job interviews, vocational centers, and so on) and also engages in deaf awareness training and signing classes for staff. This same graphics shop was receiving additional support for three EMR students enrolled in an afternoon class; a special education teacher whose enrollments had dropped had an interest in playing such a supportive role as an alternative.

Another unique center with tutoring support (two technical tutors) is the automotive and transportation learning center, which provides training in a variety of automotive trades and includes a specialization in trailer maintenance and repair. Because the Twin Cities area is a center for the trailer industry, it became clear that opportunities for placement would be great. Students attend the center on a trimester basis for 12 weeks, three hours in the morning or afternoon. This program is open entry and open exit, like all of the centers for the handicapped. Typically, the program begins with exploration of the various areas--four weeks on tuneups and automotive theory, four weeks on automotive undercarriages, two weeks on welding, and two weeks on trailers. Students work in pairs; these pairs often combine handicapped with nonhandicapped students. Attempts to meet the needs of an individual handicapped student are varied. One student may be given an individual program in order to learn to follow single instruction, and then multiple instructions. In certain cases, handicapped students have repeated the entire trimester if they have not been able to demonstrate competence the first time through. In a second trimester experience at the center, students may specialize in a job training area. Approximately 10-20% of the students in the exploratory program at this particular center have been handicapped. The percentage is particularly high in the trailer repair training area.

The student who has participated in the vocational center program may be placed in entry level on-the-job training supervised by a coordinator. Particular success has been achieved in the trailer area, where the demand for skilled workers is high. On the other hand, many students (although few of the special needs students) go on to post-high school training at one of the Area Technical Vocational Institutes because the vocational centers cannot fully prepare a student for an apprentice mechanic position. Some students, of course, shift to other options after the exploratory trimester if they find they do not like or cannot succeed at the work.

The vocational centers have rapidly increased their capacity to accommodate handicapped students and are willing to allow students to enter skills training programs even if there is little possibility that they can complete all of the training. The concept of "spin off" reflects a philosophy of taking students as far as they can go and helping to place them in jobs consistent with their level of training, regardless of whether they finish the program. This same "spin off" concept was being incorporated at the post-secondary level in the local vocational technical institute.

Local personnel were generally optimistic about advances made in incorporating handicapped students into vocational education centers through the mechanism of technical tutors. On the other hand, they were aware that the success of the venture continues to depend a great deal on the receptivity of the vocational education instructors and their willingness to accommodate to the needs of the handicapped. Local personnel also recognized the need to expand technical tutor services to other vocational centers; they felt that a health-related vocational center was needed in the district and could be especially useful in preparing handicapped students for jobs as nurse's aides and orderlies.

Bridge View School

Bridge View is a facility in the St. Paul school district to provide vocational programming for multiply and severely handicapped students. The school, located in the same structure as the central administrative offices, serves 365 students, elementary and secondary. The high school component has approximately 130 students. While a few EMRs with special difficulties are served here, most have been moved out recently to be served in newly created, more intensive EMR programs elsewhere in the system. The major target groups at Bridge View are the trainable mentally retarded and the multiply handicapped. One of the five school rehabilitation consultants or counselors is assigned specifically to this population.

Bridge View offers a developmental elementary-level program which starts the student on the way toward independent living and vocational preparation. Secondary vocationally related components include the following:

1. Career Education--job exploration through simulated work
2. Exploring Careers in Home Economics--home management and daily living work adjustment and experience
3. Occupational Relations--an emphasis on grooming and other work-related behaviors
4. Home and Family Living Laboratory--home economics and industrial arts skills in an actual home setting on the school grounds, also used as the site for an apartment living class for 19-20 year olds
5. Work Evaluation--a vocational education service designed to assess vocational skills through testing and simulating work situations
6. Sheltered Workshop--a vocational education service using real contract work to provide work adjustment training
7. Manufacturing Program--a real manufacturing setting for 12 to 21 year-olds in the high school (manufacturing children's rocking chairs by production line and paying the minimum wage)
8. Cookie Manufacturing--another real work setting, paying students 20¢ a day for cookies sold to staff and vocational classes
9. Twenty-one to twenty-five program--coordination services for persons over 21 who have not had nine years of public education
10. Work Program--supervised placement in jobs outside the school for two hours a day

An Orientation and Mobility Program, started four years ago with a grant, typifies the innovativeness evident at Bridge View. Because transportation was seen as a key barrier to competitive employment and independence, the basic notion was to combine the skills used in teaching the blind mobility with the skills needed to teach TMRs to ride the bus. As a result of the efforts of the mobility specialist and the educational assistant working with the specialist, approximately 25-30 EMRs have been trained to ride the bus to and from school and to use the bus to get to work training sites. As much as possible, integration in the community is encouraged. Leisure activities training, for example, makes use of such community facilities as a bowling alley that offers a discount and a roller rink, and community-living skills classes also involve field trips.

If Bridge View students are found to have above-average potential, they may be referred to the vocational evaluation center (Project Explore) for further evaluation. Approximately two students each trimester are now referred there. Of the 133 high school students, some 33 are currently placed in part-time work training experiences outside the school building. Several have been placed in on-the-job training sites through rehabilitation funds. Several Bridge View students have been trained as dishwashers in the food service department of the area vocational technical institute.

The rehabilitation counselor assigned to this group has been able to achieve a large degree of success in placing these severely handicapped students and has received a National Rehabilitation Association award in recognition. Indeed, he has done a follow-up on all 87 clients who have been closed as rehabilitated. (Many more cases are still open because these students, whether they are still at Bridge View or have graduated, continue to receive vocational rehabilitation services.) The counselor's follow-up report on this group indicates that 32 clients were closed in competitive employment, earning at least the minimum wage in food service, janitorial, factory assembly, and other types of work. Seven former clients were placed in service worker positions through the State Civil Service System, which had developed a special procedure for using an oral interview rather than a written test in order to facilitate placement of mentally retarded persons. Another 35 clients were placed in sheltered employment, after receiving their evaluation and training at a VR-sponsored workshop site (most were placed at Minnesota Diversified Industries). Another 17 closed cases involved students in work activity settings, some in sheltered workshops and some in day activity centers. The final three clients had been closed in homemaker positions, working in their homes in what is called the Homecrafters Program.

According to the school principal, the rehabilitation counselor is not only highly skilled at making vocational placements but is also effective at educating school personnel about vocational programming for the severely handicapped. The counselor also provides needed continuity after graduation for those students with the potential for at least sheltered work.

Project POST

Project POST (Prevocational On-Site Training Program) is a recent innovation designed to provide multiply and severely handicapped students with prevocational work experiences requisite to more advanced vocational preparation in the Vocational Services program. Initial interest in this type of experience was expressed at the high school serving multiply handicapped students, some of whom were found to be totally lacking in work-related experience. A third party in the community, the III organization, a nonprofit group advocating for the handicapped, makes possible the payment of training stipends of fifty cents to a dollar an hour to participating students. The Work Experience Handicapped Coordinator and rehabilitation counselor make referrals; at present the WEHC at the high school for the physically handicapped develops appropriate training sites. A small amount of district money is used to provide training stipends. The "paychecks" then distributed every two weeks are used as a training device in themselves. Currently only a few students are participating, but it is envisioned that this mechanism might be useful with additional students who lack any familiarity with the world of work and needed controlled exposure before they are ready for more advanced vocational preparation.

Cooperative Rehabilitation Corrections Program

The purpose of the Community Corrections program is to provide vocational counseling and related services for adjudicated youth from the St. Paul and Ramsey County area. Where eligibility can be established, youth can be referred from the program to VR , CETA (Comprehensive Employment Training Act), and other community options, or, if in high school, registered in appropriate programs within the school system. If the probation officer feels an adult or juvenile is in need of vocational services, that person can be referred to the Vocational Services Unit. This service is provided through a cooperative agreement between Ramsey County Community Corrections and the St. Paul school system. Similarly, a Youth Advocate program exists through which released, probated, or paroled students receive regular counselor contact to facilitate their success in school. Also, there is a Student Service Coordinator program designed to coordinate the many school, community, and correctional resources to aid delinquent and predelinquent students. The entire package is supported by a combination of corrections, public schools, and state special education money. It is housed and supervised within the school system with special education reimbursement for staff and funding from a grant deposited in the school system by the corrections agency. Not only does this program provide another example of a cooperative agreement between the school system and another agency, but it adds a dimension of service for those handicapped youth who have difficulty with the law.

Area Technical Vocational Institutes

The state of Minnesota has a well-developed network of area technical institutes (ATVIs) designed to provide post-secondary vocational training; these must be viewed as part of a continuum of services accessible to some handicapped students, often with aid from VR, after graduation. In the past, the screening requirements for most ATVIs were rigid, and handicapped students rarely gained admittance. The situation has been altered because of the special needs program resulting from revisions in vocational education legislation requiring service to the handicapped and disadvantaged. The ATVIs mainly serve as a source of continued and typically more advanced vocational training for handicapped students who appear, at the end of their high school careers, to be capable of benefitting from such training. A student can go to any of the seven ATVIs in the Twin Cities metropolitan area, or indeed to any institute in the state if that is where appropriate training is available. Although transportation has posed an obstacle for some handicapped students, public transportation is available to most. Some ATVIs are also more equipped to work with the handicapped than others, and this is a factor which must be considered. A major provision for accommodating the handicapped is the addition of special technical tutors for the handicapped and interpreters for the deaf.

The St. Paul Technical Vocational Institute can serve as an example of how the ATVIs work, as well as an example of a well-developed program for one handicapped group. A wide array of training programs is available to any high school graduate or person who dropped out but is of graduation age. Previously tuition free, the ATVIs now charge a nominal fee. A major emphasis in the St. Paul facility is on the Multi-Regional Program for Deaf Students. Drawing students from all over the country, this program (complete with 36 tutors and interpreters) makes over 40 programs available to the deaf; a large number of these students are multiply handicapped. Over 300 students are served in a whole year. To accommodate minority and foreign students, the St. Paul ATVI offers bilingual programs, technical tutors, remedial instruction, and an emphasis on minority recruitment as part of its Special Needs Program (related to the deaf program but serving others as well). This program provides a very attractive post-school option for deaf students in the St. Paul system, who are served at one particular high school in the district.

Deaf students typically begin in a 12-week preparation course providing orientation and evaluation services designed to identify a suitable vocational goal. Media, interpreters, and technical tutors facilitate training, which is then followed by help in job placement. Note-taking services and auditory training are provided along with interpreter services. Finally, the St. Paul deaf program has formal arrangements with other ATVIs to provide student counseling and technical assistance in program development in order to expand options for deaf students in other ATVIs. Overall, the claimed success rate for the deaf program in its 10 years is 96-97%.

In the past 10 years progress has been made in gaining admittance of EMR students to the institute. Finally, it should be noted that a few high school students, more severely handicapped students from Bridge View School, are provided with on-the-job training in kitchen work in the ATVI food service department. At the same time, the vocational services staff in the St. Paul area has had several options for other types of students who have not yet been accommodated by the St. Paul TVI. For example, Minnesota School District 916, through Project Serve, provides high school and post-high school vocational training for a whole range of handicapped students, and VR counselors in St. Paul have in the past referred students to that program. It makes heavy use of individual training packages which allow students to progress at their own rate. The zero reject philosophy in District #916 has not previously characterized the St. Paul TVI, but movement in that direction is evident. The institute is in the process of expanding its special needs programs beyond what is offered for the deaf. It does insist on maintaining high quality training programs, and perceives some tension between such programs and rehabilitation objectives. Therefore, the procedure envisioned as a means of serving more handicapped persons may consist of "spin offs," situations in which a student progresses as far as possible but leaves the program after learning some subset of the whole range of skills required for a skilled trade.

Related Community Facilities and Services

Several other programs and services in the area are utilized to further expand options beyond those available within the school system itself.

Minnesota Diversified Industries. Minnesota Diversified Industries (MDI) is a private nonprofit organization which operates a number of social and vocational training and placement programs for developmentally disabled persons aged 16-20. MDI, which first started as an extension of a Catholic school for exceptional children in 1964, was at one time the main purchase of service option for St. Paul VR counselors working with the mentally retarded. In the early days, too, the St. Paul school system, looking for ways of providing vocational education options for handicapped students, arranged for MDI to take school students for a fee.

At present MDI has over 200 employees and trainees at its main location. Another site, Midway Learning and Manufacturing, serves as a work activity program for the trainable mentally retarded. Increasingly, the program has shifted from an educational setting to an industrial setting as the schools have expanded vocational training options. Close ties have been established with industry to enable the development of cooperative ventures. Plant 1 in Maplewood, for example, is a sheltered workshop developed by purchasing an existing bookbinding company. Fifty percent of the former employees of the plant have been retained and supplemented by MDI clients, with nonhandicapped workers serving as models.

Due to the development of a wider variety of options elsewhere in the community and particularly within the public school system itself, MDI today is used by VR counselors primarily as an option for more severely retarded or functionally limited persons who at the end of their senior year have not had vocational experience or need work adjustment training. VR also purchases on-the-job training from MDI when an appropriate option does not exist within the school system--in keeping with the VR "similar benefits" provision. One commonly used step has been enrollment of high school students in MDI's health-related services training program to prepare clients for careers as nurse's aides and orderlies or in kitchen, laundry, and housekeeping service positions in hospitals and nursing homes. This is an occupational cluster in which the school system has not yet developed a vocational center to provide training. VR representatives also expressed the view that MDI can be appropriate when on-the-job training is needed, as the school system's vocational centers are more oriented toward giving students broad exposure to a vocational area and do not fully duplicate the demands of actual work settings.

Society for the Blind. The Society for the Blind operates a workshop which also serves as a VR-purchased on-the-job training placement for some school students. At the time of the site visit, approximately five students went to the workshop for half the day and to school for the rest of the day. VR perceives this setting as an option for students (primarily those classified as having general learning difficulties or educable retarded) who have had the potential for competitive employment but need work adjustment training for a time in order to be ready for competitive work.

Students placed at the Society for the Blind work alongside regular visually impaired employees who are typically older, dependent on their earnings for support, and thus, it is felt, good role models of conscientious workers.

Other Similar Options. Similar uses are made of other facilities in St. Paul--the St. Paul Rehabilitation Center, St. Paul Goodwill Industries, and United Cerebral Palsy--for limited numbers of high school students and post-high school rehabilitation clients. According to reports on the secondary handicapped population in the 1977-78 school year, 7 students were at Minnesota Diversified Industries, 14 at the Society for the Blind, 10 at the St. Paul Rehabilitation Center, and 6 in other centers.

State Service Worker Program. The state of Minnesota has established a special program to facilitate the hiring of mentally retarded workers in civil service positions. A class called "Service Worker" has been established for this purpose. Applicants are referred from DVR to the state Personnel Department along with the appropriate assessments. A board of persons familiar with employment of the retarded then interviews the applicant in the presence of the counselor and decides whether the applicant is ready to be employed and, if so, in what types of work. The client's name is then placed on a list of persons eligible for appointment to a position with the same status as other employees in the classified system. A few VR clients have been able to take advantage of this opportunity which allows clients to bypass the written civil service examination. Reportedly, there have been a few offices in the state that have been receptive to the idea and willing to give mentally retarded persons a try, but progress has been slow in opening up positions in other offices.

Planning and Implementation

IEP Development and the Special Education Facilitator

A unique feature of the St. Paul district is the creation of a special education facilitator role. The 32 persons in facilitator positions have as their primary purpose seeing that P.L. 94-142 is implemented by coordinating the development and implementation of IEPs. IEP development is guided by a Comprehensive Assessment Battery (CAB) developed locally and used in conjunction with an IEP package called the Child Study/Due Process/School Kit, which includes proper forms and procedures relevant to P.L. 94-142. During the student's 10th grade, the Child Study committee establishes an assessment plan and then pulls together all relevant input to develop a student's educational and vocational objectives. The facilitators are technically responsible to the supervisor of the Vocational Services and Child Study program but are administratively responsible to the principal in each school to which they are assigned. A second key role of the facilitator is to support mainstreaming efforts through supportive services to regular classroom teachers.

At the secondary level, the IEP team is called a student support team rather than a child study team, but the functions are similar at both levels. As the first step in the process at the high school level, the facilitator goes to the feeder junior high schools to identify students and prepare for an orderly transition to high school. In this connection, the facilitator arranges for any assessments needed and sees to it that the due process procedures prescribed by P.L. 94-142 are followed. The facilitator's functions at this stage include parental contact, permission, and liaison. The result is careful transitional programming of students from junior high to senior high. Those who show up in the fall are known to the high school and immediately drawn into the screening process. If they do not register, contacts are made to determine why not; this insures that no one is unaccounted for, whether a dropout, a student enrolling in regular education programs, or a special education student. If a junior high IEP exists, it is transferred by the junior high school facilitator. After the new student is enrolled in high school for several months, the IEP is revised.

At one high school, the student support team, which meets weekly, consists of the facilitator, two special educators, the school nurse, a social worker, a counselor with many special needs students, a psychologist, one regular teacher, and the principal. Attendance at specific meetings is variable, but a common core of responsible persons exists in each building. Student support team membership is determined by the principal and the facilitator.

The facilitator in this school, while he had not had direct special education work, had experience with dropouts, had been trained for his new role, and had been personally picked by the school principal when the facilitator program was initiated. He mainly perceived himself as an extension of the principal, accountable primarily to the principal, although his work was also supported by the child study unit in the central office. Two principals were effusive in their praise of the value of the program. Attachment of the facilitator to the principal's office undoubtedly serves to increase the involvement of the school administration and provide the facilitator with greater power and backing. While seeing that the high school IEP process goes smoothly is a major function of the facilitator, this person is not necessarily the one who then serves as case manager during the high school years. More typically this role is assumed by an appropriate special education teacher.

The other major role played by facilitators is that of improving the mainstreaming process. In the high school visited, the facilitator had, for example, worked to identify regular teachers receptive to taking handicapped students into their classes, had held mini-sessions designed to acquaint regular teachers with mainstreaming, and had even provided supportive instruction (for example, helping students with their math assignments in a regular math class during the second half of the class). Facilitators, who had received training before undertaking their new roles, were purposely selected to represent diverse disciplines and had been given a good deal of latitude in shaping their role to suit their schools.

The facilitators, entirely supported by 94-142 funds, appear to represent a unique and productive use of those funds. The St. Paul system had initiated its child study process in 1972-1973, before the P.L. 94-142 mandate. At that time, within the central office there was a diagnostic center which sent evaluations back to the referring schools, but this was felt to be an inadequate model by the individual who had administrative responsibility.

Several years later, when the diagnostic center was phased out, the model shifted to one of professional assistance to child study teams based in each school. The establishment of a new role of diagnostic teacher eventually provided the basis for the facilitator role when it was coupled with the role of insuring due process under 94-142. When 94-142 funds become available, principals throughout the city were consulted as to how the funds should be spent; their input affected the decision (and optimized the chances of their commitment to the Program).

In the overall model, the facilitator is the first to receive a new referral and attempts as an initial step to solve the problem with the referring teacher. If these attempts fail, the child study process begins through a combination of parent input, formal assessment, and observation of the child in the classroom setting; all assessments are planned and coordinated by the student support team. The CAB battery includes tests and ratings in reading, language arts, math, adaptive and intellectual skills, and vocational readiness; the battery serves as a guide in student assessment though it may not all be used with an individual student. Once needs and special education eligibility have been established, the IEP is written and then a designated case manager in the school oversees implementation and periodic review.

It should be noted that there has been an emphasis on active support by special education teachers for regular teachers. As a result of mainstreaming and vocational programming efforts, many special education teachers have had an enrollment drop which has stimulated exploration of new roles for them. Some special educators have been working much in the capacity of aides in regular vocational and educational classes to aid learning by handicapped students; plans have been laid for even greater movement in this direction through team teaching, tutorial study halls, and other nontraditional uses of special education personnel. The school system is not only providing in-service to regular teachers to help them prepare for mainstreaming, but is also conducting in-service for special educators to help them adapt to such role changes.

Student Flow Through the Program

Although some vocationally related classes are available in some junior high school programs in the district, systematic vocational planning appears to begin in the 10th grade, when the IEP begins to focus on vocational goals and educational programming to promote their achievement. As noted, special education facilitators do insure that any junior high school graduate in need of special services is entered into the high school IEP process. The special education facilitator and student support team, the work experience handicapped coordinator, and the rehabilitation counselor all provide mechanisms for monitoring and coordinating a student's progress. Typically, the 10th grade IEP would focus on vocational evaluations and career exploration, with the bulk of handicapped students going through the Project Explore program for these purposes. A student might be placed into a vocational center or work experience setting at this time, but in most instances, the 11th grade IEP would mark the onset of vocational training and experience opportunities. Some students enter vocational education training centers and later gain on-the-job experience. Others go directly to vocationally related classwork provided by a Work Experience Handicapped Coordinator;

this is in addition to their half-day placement in a competitive work setting. By the senior year, some students are working full time and continuing to receive support from the WEHC class early in the morning or late in the day. Other seniors would be purchasing vocational training in more advanced stages or working part time and attending school for the rest of the day. As noted above, a student's specific handicap will affect major placement (e.g., Bridge View for the severely and multiply handicapped and specific high schools for the multiply physically handicapped and the deaf), but students from all buildings have access to such programs as Project Explore and the vocational centers. Students receive a regular high school diploma if they have the appropriate number of credits and the goals in the IEP are attained. Because the rehabilitation counselor has established a relationship with those eligible for VR services early in their school career, and because the VR counselors emphasize planning for post-graduation services, students who have not yet attained their vocational goals can be provided with whatever post-graduation services appear to be needed. An important guide to the IEP process and student flow through school is a level of service system incorporated in the Minnesota special education plan and refined locally. This system (see Table 11.1, Levels of Special Education Service) ranges in descending order from the least restrictive to the most restrictive alternatives. No placement is made without justifying why the assignment is not a less restrictive one. A recommendation for a more restrictive placement must be approved in the central office before it can be carried out, according to written guidelines spelling out the process, a procedure which assures that the decision cannot be made unilaterally at the building level. This insures that the child study and student support teams avoid restrictive placements unless they are clearly warranted, and virtually guarantees compliance with P.L. 94-142. Approximately 77% of secondary school students are currently involved in Level I, II, or III service.

Administration and Cooperative Relationships

Adminstrative Structure

This whole array, the Special Education Vocational Services program, is administered by the special education department in the St. Paul Public Schools. The supervisor of Vocational Services/Child Study Programming reports directly to the Director of Special Education and oversees the following units: the vocational rehabilitation unit consisting of five counselors based in the school district and also accountable to the St. Paul VR office; two rehabilitation correction officers who serve in a similar capacity for corrections cases and who are also responsible to the Ramsey County Community Corrections; the Vocational Services Unit (consisting of Project Explore, the work experience handicapped coordinators, technical tutors in the vocational centers, and vocational interpreters for the deaf based out of Project Explore; school psychology, and the child study unit including the special education facilitators, and primarily concerned with IEP development). As the following organization chart shows (see Figure 11.1), reciprocal arrows indicate relationships between the supervisor of Vocational Services/Child Study Programming and the vocational education program in the school system as well as St. Paul VR and Community Corrections. Other collateral units in the Special Education Department

TABLE 11.1: LEVELS OF SPECIAL EDUCATION SERVICE

Type of Service	Levels of Service	Student Program	Student Support Team Responsibilities	Regular Education Responsibilities	Special Education Responsibilities
1. Observation 2. Assessment 3. Monitoring/ Follow-up	1	Full-time regular program	1. Upon request from teacher, parent, etc. insure that staff are assigned to observe and assess student's strengths and needs 2. Review assessment and observation data 3. Assign staff member to monitor student for one year after termination of service in order to determine if: a) IEP should be terminated b) direct special education service should again be considered	1. Provide appropriate total program to student 2. Refer student for assessment or monitoring when appropriate	Assessment and/or monitoring as assigned by the student support team
Indirect services only	2	Full-time regular program adapted to meet IEP goals and objectives	1. Review student needs and strengths 2. Develop, implement, and review IEP 3. Determine if and when level of service should be decreased (to level 1) or increased (to level 3)	1. Adapt student program to meet the needs stated in IEP 2. Obtain special education support as needed	1. Participate in developement of IEP 2. Consultative service to teachers is an assigned responsibility of appropriate special education teacher 3. Special education staff may be assigned to case manage student 4. Student will be charged to caseload of appropriate special education teacher
Primary placement in regular education program	3	Student primarily in regular program with special education direct and indirect services as stated in the IEP	1. Review student needs and strengths 2. Develop IEP 3. Evaluate student progress 4. Provide for continuity from year to year	1. The student has right and opportunity to any regular education program 2. Adapt appropriate regular class instruction to meet the student's individual needs in least restrictive environment	1. Provide special education instruction as delineated in IEP 2. Provide indirect service to special education student in regular classes through consultation with and assistance regular classroom teachers as appropriate 3. Continually update assessment of student's strength and needs

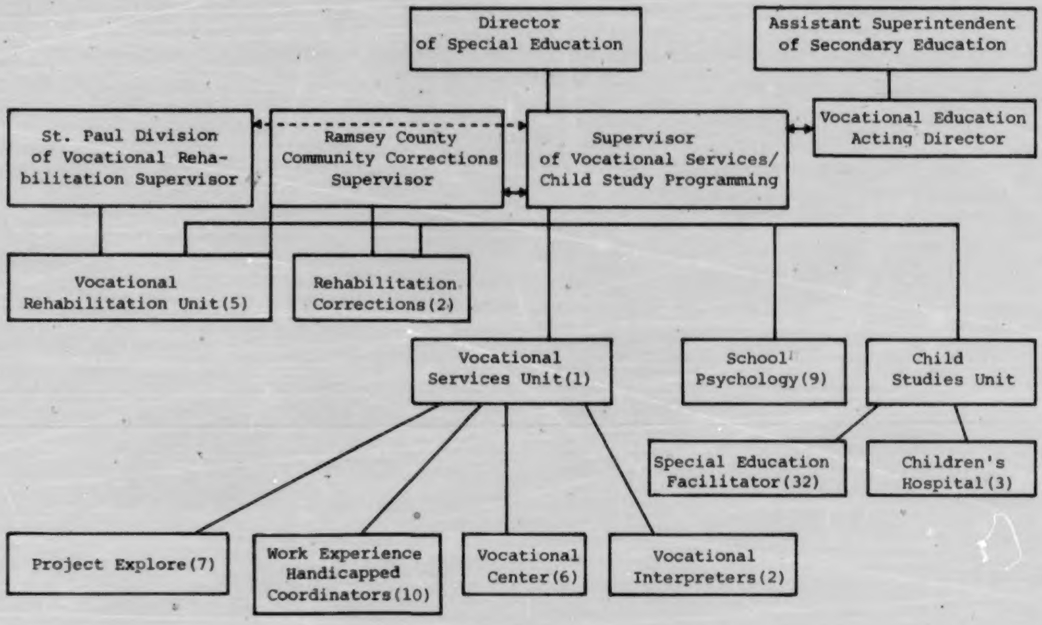
TABLE 11.1: LEVELS OF SPECIAL EDUCATION SERVICE (Cont.)

Type of Service	Levels of Service	Student Program	Student Support Team Responsibilities	Regular Education Responsibilities	Special Education Responsibilities
Primary placement in special education program	4	Student in special education program with integration into regular programs as appropriate	1. Review student needs and strengths 2. Develop IEP 3. Evaluate student progress 4. Provide continuity from year to year	1. Student has right and opportunity to any appropriate regular education program 2. Adapt regular instruction as appropriate for student	1. Primary responsibility for planning and implementing IEP 2. Provide special education instruction as delineated in IEP 3. Provide indirect service to special education student in regular classes through consultation and assistance to regular classroom teachers 4. Request additional regular education service as appropriate
Full-time placement in special education program (setting)	5	Student in special education with no integration into regular education	1. Determine appropriateness of referral to this more restrictive option based on student's needs, strengths, and goals (Request service through district-wide child study process) 2. Develop and implement interim plan 3. Be represented at review conferences when appropriate, and at outtake conference 4. Develop IEP for return of student from intensive program to special education program in home school	1. Provide appropriate regular education instruction when integrated into home school	1. Primary responsibility for planning and implementing IEP 2. Provide special education instruction as delineated in IEP 3. Provide continuous assessment of student progress 4. Provide continuity from year to year
Residential placement with in-house school program (in district)	6 (A)	Twenty-four hour program including social, emotional, physical, and educational curriculum	1. Determine appropriateness of referral to this more restrictive option based on student's needs, strengths, and goals. (Request service through district-wide child study process and/or community agencies) 2. Develop and implement interim plan 3. Be represented at review conferences, when appropriate, and at outtake conferences 4. Develop IEP [illegible] return of student from intensive program to special education	1. Provide appropriate regular education instruction when student returns to school	1. Primary responsibility for planning and implementing IEP in conjunction with residential treatment staff 2. Provide special education instruction as delineated in IEP 3. Provide continuous assessment of student progress 4. Provide continuity from year to year

TABLE 11.1: LEVELS OF SPECIAL EDUCATION SERVICE (Cont.)

Type of Service	Levels of Service	Student Program	Student Support Team Responsibilities	Regular Education Responsibilities	Special Education Responsibilities
Residential placement with in-house school program (out of district)	6 (B)	Twenty-four hour program including social, emotional, physical, and educational curriculum	1. All referrals and recommendations for placement must be forwarded to Director of Special Education	1. Provide appropriate regular education instruction when student returns to school	1. Primary responsibility for planning and implementing IEP in conjunction with residential treatment staff 2. Attend staffings and/or obtain reports to review student progress 3. Make every effort to provide education in least restrictive environment

FIGURE 11.1: VOCATIONAL SERVICES FOR HANDICAPPED PROGRAM STRUCTURE


Director of Special Education
Assistant Superintendent of Secondary Education
St. Paul Division of Vocational Rehabilitation Supervisor
Ramsey County Community Corrections Supervisor
Supervisor of Vocational Services/ Child Study Programming
Vocational Education Acting Director
Vocational Rehabilitation Unit(5)
Rehabilitation Corrections(2)
Vocational Services Unit(1)
School Psychology(9)
Child Studies Unit
Special Education Facilitator(32)
Children's Hospital(3)
Project Explore(7)
Work Experience Handicapped Coordinators(10)
Vocational Center(6)
Vocational Interpreters(2)

include low incidence handicaps, mental retardation and general learning difficulties, special learning and behavior problems, and social work--each of which has its own supervisor. Several other specialized programs are under the purview of the assistant director of special education.

A unique planning and advisory body is perceived as having had an impact on improving special education services in the district. This body, the special education council, consists of 30 people who meet once a month. One-third come from the community; one-third are school personnel (teachers and principals, but not special education staff). Cutting across groupings, approximately a third are parents of handicapped children.

The special education council serves in an advisory capacity to the special education department, the superintendent, and the school board. All of the special education supervisors provide staff assistance to the council; one person devotes one-fourth time to this function. The council addresses the school board yearly about pressing needs for handicapped children and presents its identified priorities. The council has, in its five-year history, formed a number of ad hoc task forces which have done in-depth studies and evaluations in response to concerns brought to their attention. There are also standing committees concerned with such matters as school work, parent advisory functions, facilities, and transportation. The special eduacation staff feels that the council has been highly successful in strengthening special education services in the district. Not only does the council provide a mechanism for parent involvement in planning, but it also represents a visible body which can advocate to a greater extent than the special education department.

Planning for the Special Education Vocational Services program appears to be the result of ongoing communication among the parties involved, strong leadership in the unit, and keen attention to signs of gaps in services. Components have been added continually since the program began, the newest being Project POST and intensive programs for EMRs.

Relationships with Vocational Rehabilitation

In the state of Minnesota, the Division of Vocational Rehabilitation, which was formerly housed in the Department of Education, moved to the newly formed Department of Economic Security on December 1, 1977. Although this move might have endangered relationships between VR and special education and vocational education in the state, it has not appeared to have created problems yet, although the feeling has been that much depended on who headed the Department of Economic Security.

The Option I plan between the independent school district and the state department of vocational rehabilitation is the mechanism which allows rehabilitation counselors to work as school district employees and be based in the schools. There are 21 counselors in Option I plans in the state, 5 of them in the St. Paul School District. The cooperative agreement calls for the school district to employ at least one rehabilitation counselor and one half-time secretary per counselor, and to provide office space and equipment. VR provides case service funds, and the partial salaries of the counselors and secretaries are used as a match for federal VR funds which are then used to finance the counselors and case service expenses. The state, both the special education department and VR, reimburses the school district for the salaries of counselors. The five-man rehabilitation unit in St. Paul receives 18% ($33,363), and 38% from the St. Paul ISD ($68,497). According to a 1977-78 report, VR had spent in the St. Paul public school program a total of $280,000 case service funds on high school and post-high school clients of the five rehabilitation counselors and had closed 188 as rehabilitated.

A critical question faced by the program was whether this third-party agreement mechanism for utilizing federal rehabilitation monies in support of the school-based counselors in Option I positions would be allowed to continue. A May, 1978, RSA memorandum called into question federal participation in third-party funding agreements based on a GAO audit in five states (not Minnesota) that revealed abuses. State and local persons had written to RSA asking for clarification of the implications of the memorandum for the Option I program and were also exploring the possibility of alternative funding mechanisms. The option most likely to be put into effect was direct transfer of state special education and ISD money to VR. This would insure that such money, which would then be under VR control, could legitimately be declared as money eligible for use in obtaining federal 80-20 matching funds. State special education officials and the local special education department had already expressed willingness to shift to such an arrangement. VR was also appealling for an increase in its state appropriation earmarked for use in cooperative programs.

It should be noted that from the VR perspective there had been recurring difficulties, at the state level, justifying the school-rehabilitation cooperative agreement. To legislators, third-party agreements often created confusion. Moreover, questions had been raised at times about overlap of efforts by persons who did not understand the rationale for early involvement by VR with high school students. Over the past six or seven years, the number of Option I school-district-employer counselors had fallen from a state-wide high of 84 to 21.

Another critical issue revolves around the VR concept of "similar benefits" and the P.L. 94-142 concept of "related services." The first concept specifies that VR agencies not spend VR dollars on services which are mandated to be provided through other funds, while the second concept is part of 94-142's directive to public schools to provide appropriate programming for handicapped students. In the past, VR had supported many placements of handicapped students/clients in facilities in the community for specialized training or work adjustment experience. In view of the new legislation, the question was whether such services should now be provided by the public schools, or should be contracted for by the public schools, where appropriate options were not available within the school system. The VR stance had been to cut down on case expenditures, at the same time cutting down the range of students accepted as clients in keeping with the VR priority on the severely handicapped. VR still found it justifiable to support students in placements that were not yet available in the schools; at the same time,it raised questions about whether the schools should assume more responsibility by increasing their options or by financing students in options outside the school system.

Relationship with Vocational Education

Vocational education at the state level is set up so that secondary vocational education and post-secondary vocational education (technical vocational institutes) have separate budgets and administrations. There is in the state office a person in charge of special needs programs for the handicapped and disadvantaged with whom the local St. Paul program cooperates. Generally, St. Paul believes that it has been rather successful in accessing special needs funds from the state office. In addition, the vocational education 10% set-aside for the handicapped is administered separately at the state level from the set-aside for disadvantaged students. In St. Paul, those funds, whose uses are coordinated by the director of vocational services within special education, contribute to the support of Project Explore, Work Experience Handicapped Coordinators, vocational technical tutors, and vocational interpreters for the deaf. Beginning in the 1978-1979 school year and by state law, state special education and vocational funds combined pay 74% of the salaries of staff involved in secondary vocational education for the handicapped.

At the local level, secondary vocational education programs have a unique administration brought about by historical accident. Due to decreases in funds in the school system and the loss of the vocational education director through retirement, a person who was in charge of post-secondary vocational education assumed responsibility for secondary programs as well. Due to concern that post-secondary priorities might be different from secondary priorities, a consortium of vocational education supervisors then assumed responsibility for all secondary programs. The current vocational services facilitator, who was previously more directly involved in vocational education, was instrumental in the early days in getting the concerns of the handicapped heard. The new consortium now includes the Supervisor of Vocational Services and Child Study Programming as well as supervisors of business education, industrial arts, and home economics. The result is input at the highest level on behalf of the vocational education needs of the handicapped and improved coordination between special education and vocational education. While this arrangement may not last, it is generally viewed positively by those involved as a means of facilitating communication and cooperation. Further advantages are probably gained by having the vocational education 10% set-aside funds administered within the Special Education Vocational Services unit where they can be deployed based on an understanding of the total needs of handicapped students (but also by persons who are closely tied by previous background and administration arrangement to vocational education).

Major Issues

The present study of the St. Paul program revealed no glaring deficiencies and many notable strengths. As is evident from this description, a comprehension network of services is arranged so that virtually every handicapped student can receive appropriate educational and vocational experiences. Moreover, St. Paul has invested a great deal of effort into insuring that individual program planning and implementation are conducted in an orderly manner so that students are indeed channeled to appropriate options and do indeed move smoothly from one to another. The special education facilitators play a critical role in incorporating high school students with special learning needs into the system. The IEP process then proceeds carefully, with vocationally related objectives typically being established on the basis of the superb evaluation services offered through Project Explore and being pursued through appropriate vocational training and placement. The rehabilitation counselors, involved as the student's vocational plan unfolds and often providing needed additional services and advocacy, then round out the student's experience by bridging the transition from secondary school to life after graduation. Huge strides toward mainstreaming have been made; even where students are grouped on the basis of common needs, the goal of integration appears to be paramount.

In examining a successful program, one often realizes that the unique characteristics of the persons involved account for much of the success. The St. Paul program is characterized by strong support at the highest levels and by articulate and capable persons at all levels strongly committed to improving programming one way or another and reluctant to take "No" for an answer. Another characteristic of the parties involved that undoubtedly facilitates coordination among special education, vocational education, and vocational rehabilitation is the fact that many of the program's staff have had varied prior experience. This mixing of disciplines starts with the Director of Special Education himself, who was a vocational instructor, a vocational rehabilitation counselor, and a special education teacher, and thus entered his present position with a strong vocational orientation. The Supervisor of Vocational

Services and Child Study Programming, the rehabilitation counselors (all of whom have special education and vocational education certification as well), and many others also have diverse backgrounds and experiences which make them appreciative of the perspectives of other parties in cooperative programming. There appears to be excellent communication and rapport among these professionals. While they may not always think alike, they appear to have internalized the same general orientations, to act together as a unit, and to be secure in their own contributions to the total program.

The St. Paul program appears to have upgraded itself continuously over time through an inflexible determination to be flexible in order to meet the needs of each student. This determination has not only led to aggressive attempts to obtain outside funds and develop cooperative relationships and new programs, but it is apparent in day-to-day programming. For example, as it became clear that special educators would not continue working in self-contained classrooms as mainstreaming progressed, steps were taken formally to provide in-service training for them and to plan for new roles they might assume in support of regular classroom teachers. Perhaps even more impressive was the informal adjustment of some special educators, who were already found playing such supportive roles due to drops in enrollment. Another example of this flexibility in the service of meeting needs includes the provision of employability-counseling sessions by rehabilitation counselors to students for whom the employability skills seminars were not appropriate. Students also benefit from the use of VR funds for services which do not exist in the school system. Similarly, vocational education has been flexible in its thinking about open exit and entry and its varied use of technical tutors.

The "turf battles" evident in so many programs throughout the country did not appear to occur in St. Paul; instead, there was a strong philosopy of mobilizing whatever resources could be mustered to meet unmet student needs.

It was apparent that the program was not about to stagnate, that areas for improvement were always being considered. Staff still felt that additional vocational training alternatives (e.g., in the health area) were needed to round out the options, and that their continued efforts would be necessary to further expand post-secondary options for handicapped students. They were concerned that they were not yet very successful in working with the emotionally disturbed and were grappling with new problems working with immigrants from Southeast Asia. Although it was felt that the quality of IEPs had been improving gradually, the program administrator was interested in upgrading case planning and management and in seeking a grant to introduce a computerized IEP system. Stepped up efforts to train regular teachers to work with handicapped students were also envisioned.

Perhaps the greatest problem facing the program was a reevaluation of rehabilitation's involvement in the schools stimulated by a GAO audit of rehabilitation agencies in other states. Although it was not the first time that the school rehabilitation counselors' survival had been threatened, they were clearly in a position of having to fight for their continuation at full capacity and to justify to the rehabilitation agency their unique roles as school habilitation counselors. It was instructive to note that St. Paul's neighbor, Minneapolis, lost its school rehabilitation cooperative agreement in 1974, on the assurance that services to school students would be continued. However, the removal of counselors from the school itself, as well as interpretations of P.L. 94-142, resulted in a severe drop in services so that there were only a handful of school rehabilitation clients by 1979. While St. Paul staff members were optimistic about the planned shift to a "transfer of funds" arrangement to circumvent questions about the use of third-party funds, they feared a lessening of VR's commitment to the program. Clarification of relationships between rehabilitation and education at the national level would undoubtedly be timely, as would the establishment of agency policies specific to the role of school rehabilitation counselors. It is a tribute to the effectiveness of the St. Paul rehabilitation counselors that they have the full and aggressive support of the school system, which continues to see them as essential to the network of services.

At the time of the site visits, the vocational education consortium was facing challenges of its own prompted by a state office of vocational education evaluation which raised some questions about utilizations of vocational education funds, specifically the combining of categorical funds to cover excess costs of training. Again one sensed that flexibility on the part of staff and avoidance of artifical barriers between programs had created some difficulty in the minds of external evaluators. Yet this very flexibility is a strength of the St. Paul school system when it comes to meeting the needs of handicapped students. It appeared likely that such auditing issues would arise again as St. Paul continued its creative attempts to improve its program.

Chapter 12

TOWN AND COUNTRY, MISSOURI
(ST. LOUIS COUNTY)

Overview

The Special School District of St. Louis County is the only one of its kind in Missouri and one of very few such districts in the United States. This unique educational organization serves children who live in the twenty-three school districts of St. Louis County; however, the District is entirely separate from the St. Louis city schools.

Special School Districts were authorized by the Missouri Legislature in 1957. Voters of St. Louis County approved establishment of the Special School District that same year; a county-wide tax was assessed to cover costs. Beginning in the 1958-59 school year, programs for the educable mentally retarded (EMR), previously operated by the local school districts, were transferred to the Special District. In addition to EMR programs, the District provided services for home-bound students.

New services, facilities, and programs were added until the four schools which had been leased were no longer adequate. The District then undertook a building program, completing the first building in 1961. In 1965, county voters approved the addition of vocational education to the responsibilities of the District and also voted another increase in the tax rate.

The Special District comprises a geographical area of 510 square miles which includes 92 municipalities/towns and about 1,000,000 people. As of September, 1978, the Special District had an unduplicated enrollment of 13,550 students. This figure includes 11,151 special education students and 2,300 vocational students. The District serves about 7,000 students on a full-time basis, and serves the remainder on an itinerant basis.

Of the 11,151 special education students, approximately 1200 students ages 15-21 are served by the Career Alternatives for Handicapped Children Project (CAP), a system of delivery of services for life skills, career education, prevocational skill training, and vocational-technical education. A breakdown of the program reveals that each category of handicapped involves the following percentage of students:

TABLE 12.1: PERCENTAGE OF STUDENTS WITH SPECIFIC HANDICAPPING CONDITIONS

	SEVERITY OF HANDICAP	
	MILD-MODERATE	SEVERE-PROFOUND
Mentally Retarded	40	10
Hearing Impaired	4	17
Speech Impaired	2	
Emotionally Disturbed	25	
Orthopedically Impaired	5	
Other Health Impaired	3	
Specific Learning Disabled	10	

In order to place the Career Alternatives for Handicapped Children Project in perspective, a description must include all the major vocationally oriented programming found in the Special District, whether or not a part of CAP. Therefore, in addition to the CAP program, the following section will include discussions of the District's Area Vocational High Schools; Project SCAN, an unusual evaluation program; and the two Vocational Skill Training Centers.

Vocationally Oriented Programming

The Special School District of St. Louis County operates two area vocational-technical high schools, South County Tech and North County Tech, with a 1977-78 enrollment of approximately 2400 students. A third school, West County Tech, will open in the fall of 1981, increasing, by nearly 50%, the student capacity of the Special District's vocational-technical program.

Twenty-three Vocational-Technical programs are currently offered to juniors and seniors:

1. Airframe and Power Plant Mechanics
2. Air Conditioning and Refrigeration
3. Appliance Service
4. Auto Body and Fender Repair
5. Auto Mechanics
6. Building Maintenance Mechanisms
7. Basic Office Skills (11th grade)
8. Business and Office Education (12th grade)

9. Child Care Assistant
10. Commercial Art or Graphic Production Art
11. Cosmetology
12. Engineering Drawing
13. Electronic Data Processing
14. Fitter-Welder
15. Health Services
16. Industrial Electronics
17. Machine Shop
18. Office Machine Repair
19. Offset Lithography
20. Ornamental Horticulture
21. Radio and TV Service
22. Sheet Metal
23. Small Engine Repair

The program at the technical schools meets Missouri's AAA high school standards and is also acceptable for college admission. About three percent of the graduates enter college after graduation.

These schools have not been able to accommodate all students who have applied for admission. Therefore, enrollment has been confined to those students most likely to be successfully employed in the vocational field in adult life. Until recently, few handicapped students could be served; however, their number has increased in recent years, and efforts are being directed toward further increases.

Special Needs Population

During the 1977-78 school year, the Special District served, in self-contained special education classes, approximately 1300 handicapped students ages 15-21. An additional 1375 students were served on an itinerant basis. In the vocational-technical schools, 128 handicapped students were enrolled. Over 400 academically disadvantaged students were enrolled in the schools. The specific numbers for disadvantaged and handicapped students were as follows:

Academically Disadvantaged--420
Behaviorally Disordered and Learning Disabled--1601
Hearing Impaired--109
Mentally Retarded--745
Orthopedically Handicapped--64
Speech Impaired--150
Visually Handicapped--5

The 128 handicapped students enrolled in the vocational-technical schools comprise these categories:

Behaviorally Disordered and Learning Disabled--70
Educable Mentally Retarded--30
Hearing Impaired--25
Orthopedically Handicapped--3

Career Alternatives for Handicapped Children Project (CAP)

The CAP program, funded by federal, state, and local monies, began in August, 1976, and became operational in September, 1976. The initial task of this program was to educate the staff of the Special School District away from the traditional academic preparation for handicapped students toward practical preparation for the world of work. This was accomplished mainly through workshops for teachers, which aimed at stimulating interest in career programming. These workshops resulted in the formulation of a number of CAP committees which would gain teacher input for the Project. Committees were also used to plan and implement program objectives.

The CAP program chiefly serves as a delivery system for career education, vocational education, and life skills services to the handicapped children in the Special School Districts. A director and five professionals assigned to different special education departments implement the project.

The Career Alternatives Project proposes the following four-phase model:

Phase I. Career Awareness--begins with primary-level children and emphasizes the awareness of work, job responsibilities, appropriate behavior, and self-knowledge. CAP staff provides in-service training and consultation to Special School District teachers so that they can integrate career components into their curriculum. CAP also has collected and prepared career education materials and curriculum guides, which are loaned to teachers on a short-term basis.

Phase II. Career Exploration--helps students gain knowledge of different jobs through directed study. Children learn about job requirements, working conditions, and amount and type of training needed for particular jobs. This is usually done in the intermediate years.

Phase III. Career Preparation--consists of preparation for specific jobs, allowing students the chance to develop specific job skills and competencies. Part-time work in special placements is occasionally done in this phase.

Phase IV. Job Placement and Follow-up--influence of CAP on the Special School District can be best illustrated by detailing the following events that have occurred since its inception.

1. Three vocational evaluation (SCAN) centers have been opened to provide comprehensive evaluation data to assist in placement of students and in determining future program needs
2. Two vocational skills training centers, serving some 400 handicapped students, have become operational
3. A community-based training program for severely handicapped students is operating at a local hospital and will be expanded in the future
4. Cooperation between the Special Education Division and the Vocational-Technical Division continues to be improved, with the goal of providing appropriate training and services for handicapped students in the vocational-technical schools
5. Work-exploration and work-study programs have been established in several programs in which community resources provide students with "hands-on" work experience
6. All present and future career and vocational efforts of the Special Education Division have been consolidated into one department under the leadership of the Assistant Superintendent, Speech, and Hearing/Career Education

Project SCAN

The Successful Career Planning through Assessment of Vocational Needs Project (SCAN) began in June, 1977, as an outgrowth of the Career Alternatives for Handicapped Children Project (CAP). SCAN's aims are to obtain objective data to aid in the vocational development of handicapped pupils and to provide information for the third and fourth phases of CAP, i.e., job preparation and placement. These aims are being met by SCAN through these means:

1. Providing information for the development of individualized education plans;
2. assisting in determining each student's readiness for placement either on the job or in skill or technical training programs;
3. assisting the district in determining the types of training programs to be developed;

4. Assisting in determining the most appropriate placement in the Vocational Skills Training Center.

Northview, Wirtz, and Southview schools are the present SCAN locations, each serving, in groups of 15, approximately 125 students per year. A fourth SCAN Center has been proposed and will be housed in Newwoehner School. These Centers operate on a 12-month basis, providing vocational evaluation services for severely handicapped, educable mentally retarded, orthopedically handicapped, behavior disordered, learning disabled, auditorially impaired, and language impaired students. These students must be 16 or older and considered by their teachers and supervisor to be ready for vocational programming. The length of the evaluation process varies from two to six weeks; the evaluation is conducted by two evaluators with one assistant.

Students are assessed through a combination of formal tests and work sample performance. Not all program participants are tested with every instrument at the Centers. As handicapping conditions warrant, subcategories will be more or less emphasized for that particular condition. For instance, manipulative skill areas would have greater significance with the orthopedically handicapped.

The Centers utilize an open-entry, open-exit policy to accommodate the wide range of skills and abilities found in the students. The Centers maintain a master list of students to be evaluated so that there can be a free flow of students, and the Centers can operate at maximum enrollment at all times.

Major topical units for evaluation and instruction are as follows:

I. Manipulative Skills
  A. Motor ability
    1. Finger-dexterity
    2. Wrist-finger steadiness
  B. Motor bilateral
    1. Manual dexterity
    2. Two-arm coordination
    3. Two-hand coordination
    4. Hand/tool dexterity
    5. Multi-limb coordination
    6. Machine feeding
  C. Perceptual
    1. Perceptual accuracy
    2. Perceptual speed
    3. Spatial perception
    4. Depth perception
    5. Color acuity
  D. Perceptual-Motor coordination
    1. Aiming
    2. Reaction time
    3. Fine perceptual-motor coordination
    4. Visual motor reversal
II. Vocational Work Habits
  A. Amount of supervision required
  B. Flexibility/adaptability
  C. Acceptance of rules/authority
  D. Quality/quantity
  E. Perseverance
  F. Attandance/punctuality
III. Vocational Work Attitudes
  A. Realism of job goals
  B. Cooperativeness
  C. Acceptance of rules/authority
  D. Importance attached to job training
  E. Perseverance
IV. Cognitive Skills
  A. Reading ability
  B. Computational skill
  C. Abstract reasoning
  D. Clerical reasoning
  E. Decision speech
  F. Visual memory
  G. Sequencing
  H. Oral directions
  I. Problem solving
V. Physical Characteristics
  A. Endurance
  B. Strength
  C. Dominance
  D. Mobility
  E. Muscular control/coordination
  F. Physical description

VI. Counseling
  A. Occupational exploration
    1. Career clusters (15 USOE)
    2. Local job opportunities
  B. Job-seeking skills
  C. Occupational forms
  D. Schedule interpretation
  E. Transportation skills
  F. Communication skills
  G. Independent living skills
VII. Vocational Interest
  A. Strong-Campbell
  B. OTIS
  C. Wide-Range Interest-Opinion Test
  D. Gordon Occupational Check-list

Upon completion of the four-week SCAN evaluation, a final report documents the student's performance. The report contains a summary of each tested area, individual profile scores, and a list of identified alternatives for training or placement. Teacher and parent conferences are scheduled after vocational alternatives are arrived at through meetings involving all individuals with significant information about the student.

Vocational Skills Training Project for Special Needs Students

As far back as the 1960s, some prevocational and vocational training projects were available for special education students, primarily those classified as mentally retarded; further, the special education curriculum has always stressed career education on a continuum, ranging from job attitudes and awareness on the elementary level through prevocational exploration and skill acquisition as the child reaches high school age.

Still, the District recognized the need for more comprehensive alternatives to prepare handicapped students for the world of work. The result--one of the major programs of its kind in the county--is a cooperative effort of the special education and vocational/technical divisions. Along with job training, it emphasizes the development of academic skills, work-related attitudes and behaviors, personal-social skills, daily living skills, job-seeking and maintenance skills, and other components identified as necessary for successful and productive independent living.

Providing the opportunity for in-depth training at a level which benefits the majority, the two Vocational Skills Centers at Wirtz and Southview Schools play an important part in filling the career/vocational gap in the educational program for handicapped adolescents.

The two Centers presently have a capacity of 400 students, who enter at about age 16. Although the program is open-entry, open-exit, it is expected that students remain about two years. The clientele is multi-categorical with the following enrollment at present:

Mentally Retarded/Severely Handicapped--45%
Behaviorally Disordered/Learning Disabled--35%
Speech, Hearing, and Language Impaired--10%
Orthopedically Handicapped--10%

At the Skills Centers, students are given in-depth training in one of nine areas: automotive maintenance, building maintenance, business and office, custodial housekeeping, food service, grounds maintenance, health occupations, world of construction, and sheltered workshop.

Students spend half of each day working with vocational instructors; these instructors must meet state requirements for teaching the handicapped and have at least three years of experience in their trades.

Most far exceed these qualifications. For example, one of the instructors in the custodial housekeeping program was formerly head housekeeper for a major motel in St. Louis County, and one of the auto maintenance instructors is the owner of a large service station. Several have special education certification in addition to their vocational backgrounds.

Students spend the remainder of their day in the classroom with teachers who have certification in at least one area of special education as well as experience in working with handicapped adolescents. Additional staff members available to assist students, teachers, and parents include speech pathologists, nurses, and teachers of physical education and driver's education. Interpreters, occupational therapists, and physical therapists are on call as needed.

The nine program areas offered in the Skills Centers were selected on the basis of a needs assessment which included students' aptitudes in various skill areas, the availability of training for handicapped students from private sources in the community, and the demand by employers in the metropolitan areas for persons with specific skills. The results of this assessment indicated that preparing the handicapped for job placement in the nine areas selected would afford them the opportunity to work at levels appropriate to their abilities in occupations where employment is likely to continue to be available.

Planning and Implementation

Referral of a child to the Special School District may be made by the child's parents, physician, school (public, parochial, or private) or a social agency. The process begins with an inquiry. This is followed by a conference involving the child's parents, a representative from the referring school (if any), specialists from the District's clinic, and the child himself (if old enough to participate). This conference is intended to clarify the existence of a suspected handicap.

A formal request for evaluation is then made to the Special District Clinic, which functions on a year-round basis. This request, including the parents' written consent, asks for assessment of the handicap and its effect upon the child's learning.

The clinic assesses children in several ways, giving them specific diagnostic tests and observing them in their regular classroom or at home. Parents are interviewed by the clinic social worker. The data are evaluated by clinic personnel, and a specific education and treatment plan is made for each child. All results and recommendations are shared with each child's parents. (See Figure 12.1 for referral process.)

The educational plan for each child is based upon individual strengths, weaknesses, and needs. Various plans are possible:

1. Consultant-help to the child's regular teacher or to the child's parents, by Special District personnel
2. Individual or small-group tutoring by a Special District itinerant teacher for pupils continuing in their regular classrooms
3. A Resource Room in the local district with a special teacher assisting the regular classroom teacher
4. Placement of the child in a Special District classroom

housed in the child's regular school building

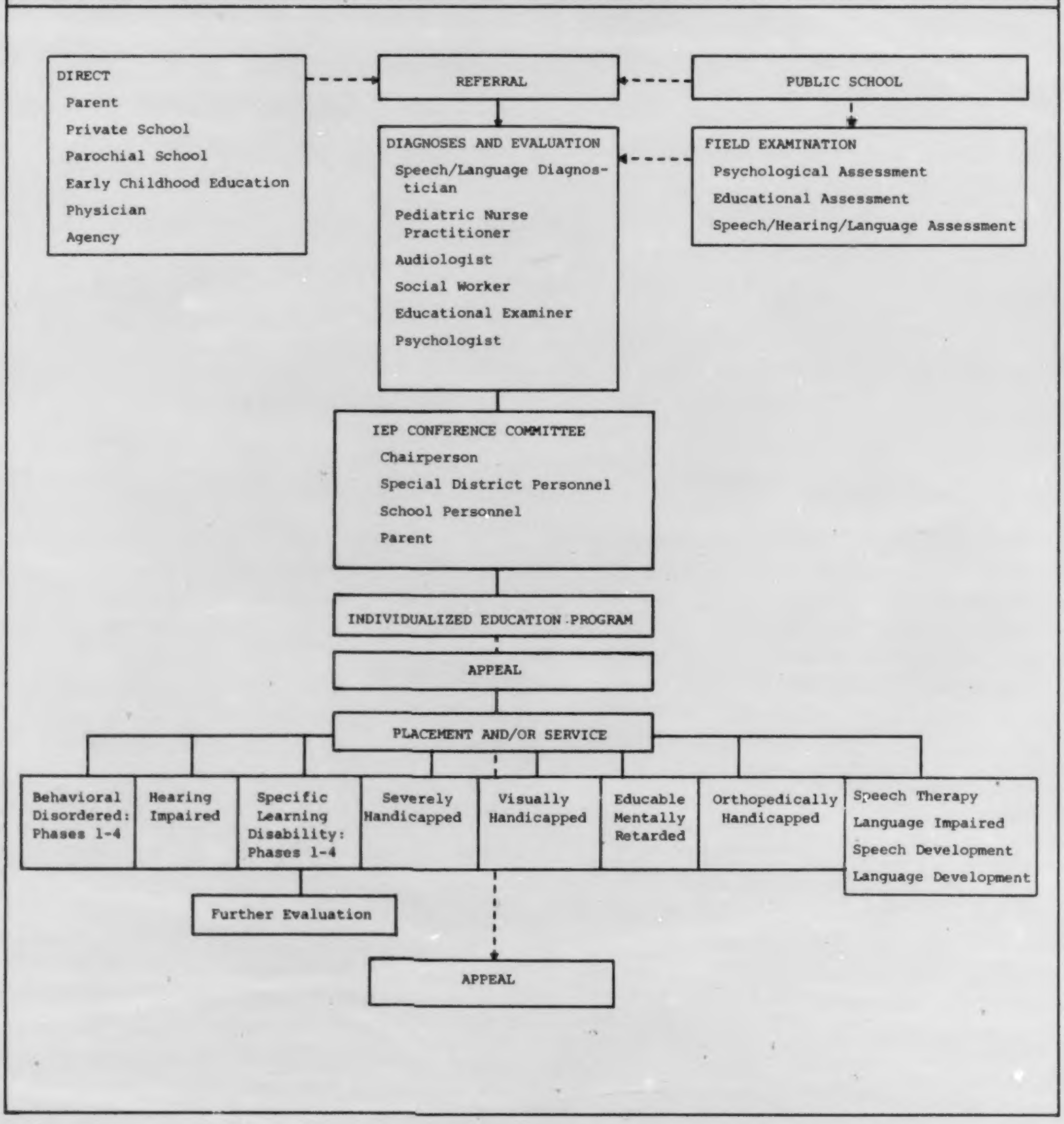
5. Placement of the child in a program in a Special District school building
6. Placement of the child in a residential facility.

Parents may appeal any placement decision in a manner prescribed by regulation. An Individualized Educational Program (IEP) is designed for each student. The IEP, a written document that can be referred to readily, provides accountability for achieving specific goals within specified periods of time.

With regard to IEPs, there are several important points:

1. Parents must be involved in the development of the IEP along with the teacher(s), administrator(s),

FIGURE 12.1: STUDENT FLOW CHART


DIRECT
Parent
Private School
Parochial School
Early Childhood Education
Physician
Agency
REFERRAL
PUBLIC SCHOOL
DIAGNOSES AND EVALUATION
Speech/Language Diagnostician
Pediatric Nurse Practitioner
Audiologist
Social Worker
Educational Examiner
Psychologist
FIELD EXAMINATION
Psychological Assessment
Educational Assessment
Speech/Hearing/Language Assessment
IEP CONFERENCE COMMITTEE
Chairperson
Special District Personnel
School Personnel
Parent
INDIVIDUALIZED EDUCATION PROGRAM
APPEAL
PLACEMENT AND/OR SERVICE
Behavioral Disordered: Phases 1-4
Hearing Impaired
Specific Learning Disability: Phases 1-4
Severely Handicapped
Visually Handicapped
Educable Mentally Retarded
Orthopedically Handicapped
Speech Therapy
Language Impaired
Speech Development
Language Development
Further Evaluation
APPEAL

and any necessary outside professionals

2. The IEP must be reevaluated on at least a yearly basis by appropriate personnel and the child's parents
3. The child must be placed in the least restrictive environment
4. A due process procedure must be established to ensure parents the right to appeal decisions regarding the assessment, placement, and reassessment of their child

Cooperative Relationships in Planning and Implementation

The Missouri state plan for rehabilitating secondary educable mentally retarded and orthopedically handicapped students is a cooperative agreement between Special Education, Vocational Rehabilitation, and the local districts. Though still in effect, this agreement is not binding. The agreement details each party's responsibilities in the cooperative effort as follows:

I. The Section of Special Education of the State Department of Education agrees:
   - A. To allot the applicant school district, in accordance with provisions of the Foundation School Program, and other enacted legislation; and with the approval of the Director of Special Education, funds for the reimbursement of special rehabilitation units which are described in the attached Plan
   - B. To provide technical consultation as may be needed through State staff personnel
   - C. To determine and certify to the Vocational Rehabilitation Section that the vocational adjustment coordinator meets the minimum standard established cooperatively by the Special Education Section and Vocational Rehabilitation Section for such positions
   - D. To approve the establishment of the special rehabilitation unit
   - E. To perform the other duties and functions necessary to carry out the program as described in the attached Plan

II. The Section of Vocational Rehabilitation of the State Department of Education agrees:
   - A. To assign, with concurrance of the local school administrator, a rehabilitation counselor for each special rehabilitation unit, who will perform the functions described in the attached Plan
   - B. To approve the plan of operation. Such approval will be based on a determination that the school district meets minimum standards as related to personnel, facilities, and program objectives
   - C. To approve the nature and scope of services to be provided by Vocational Rehabilitation, as distinguished from

training courses and other services which are included in the school curriculum

D. To determine eligibility of all clients receiving vocational rehabilitation services as distinguished from special education services, and as described in the attached Plan

E. To authorize all vocational rehabilitation expenditures

F. To approve all individual vocational rehabilitation plans

G. To accept referral of those educable mentally retarded and orthopedically handicapped individuals who need and are eligible for vocational rehabilitation services over and above those provided by the public school district, and to provide necessary services in accordance with provisions of the approved State Plan for Vocational Rehabilitation

H. To provide administrative, technical, and consultative services as may be needed through state and district Vocational Rehabilitation Staff

I. To perform other duties and functions necessary to carry out the program as described in the attached Plan

III. The Participating Public School District agrees:

A. To establish the special rehabilitation unit as described in the attached Plan

B. To administer the special education program as distinguished from the vocational rehabilitation phase of the total program

C. To provide the required space, maintenance of building, necessary utilities, custodial help, etc.

D. To designate a vocational adjustment coordinator with the concurrence of the Director of Special Education and the Coordinator of Vocational Rehabilitation, who will function as a member of the vocational rehabilitation unit

E. To receive and disburse funds from the Section of Special Education allotted to the special rehabilitation unit, in accordance with and for the purpose described in the attached Plan

F. To prepare and submit an annual budget stating salary and time schedules of each vocational adjustment coordinator participating in the Cooperative Plan

G. To maintain appropriate accounts and records and make such reports as may, from time to time, be reasonably required

H. To provide access to school records and school evaluations

I. To coordinate existing services within the school with the special rehabilitation program

J. To perform the other duties and functions assigned and as necessary to carry out the program as described in the attached Plan

Funding

The total cost of operating the Special School District is approximately $30,000,000. Thirty percent of this amount is made up of state funds, 5% from county utilities, 5% from federal funds, and 60% from local funds. By far the largest portion (51%) of the total cost is expended for instruction.

The total budget for the CAP program, including the Skills Training Program is approximately $1,900,000. This figure is comprised of the following funds:

1. Title VI-C--$48,000
2. Discretionary--$100,000
3. Entitlement--$200,000
4. Vocational Aid--$500,000
5. State Aid--$320,000
6. Local Aid--$700,000

Major Issues

In reference to recommendations for program modification, the Special School District presents several unusual features. The decision to coordinate Special Education, Vocational Education, and Vocational Rehabilitation services for the handicapped in the Special District is relatively recent, especially compared to the other programs cited as exemplary. For this reason, the recommendations that follow are mainly the result of the gradual process of delineating the various departmental responsibilities and duties in a cooperative program.

One recommendation is to expand the role of Vocational Rehabilitation in the cooperative effort. At present, VR's only role involves working with those students too severely handicapped to be served by the Special District. Hopefully, this problem will solve itself as the Skills Centers begin sending clients for placement.

The development of an extensive staff development program to cross-train the staffs of the various departments might help to establish more clear-cut lines of authority and communication. This training could be handled most effectively by a well-qualified university with a good understanding of the needs of special students.

Vocational selections at the vocational Skills Centers need to be expanded and more in-depth vocational experiences made available. Perhaps the relative newness of these Centers accounts for the limited number of vocational selections.

Even more emphasis should be placed on priority entrances for handicapped students into the Vocational/Technical Schools. While this would require some program modifications at the schools, it would be a great step toward providing handicapped students with skills necessary for competitive employment.

Finally, it is suggested that more off-campus, on-the-job training sites be put to use. This has been shown to be feasible and enables students to experience the competitive job environment. Not all students can function at this level, but those who can should be allowed to do so.

Chapter 13

YORK, SOUTH CAROLINA

Overview

To meet the needs of all handicapped high school students, two public school departments, Special Services and Vocational Education, and one outside agency, the South Carolina Vocational Rehabilitation Department, have joined hands in York School District #1. Prior to this program, the school district had noted that a large number of handicapped students dropped out of school when they reached high school age, while those who remained in school had poor success in finding and holding jobs upon graduation.

In addition to the obvious commitment which these three programs have made toward providing a vocationally oriented high school program for the handicapped, perhaps the most remarkable feature is the way in which the South Carolina Vocational Rehabilitation Department has been able to complement the public school program in order to meet those previously unfulfilled needs of handicapped students. Because the vocational rehabilitation staff involved in the cooperative program is located at the high school, the VR staff is able to interact actively with various school personnel in joint planning and in providing necessary services for handicapped students.

The cooperative program has as its chief goals the design of a curriculum that both prepares students for productive citizenship and meets the state requirement for graduation, a significant reduction in the number of students who drop out of school, and the placement of students in suitable full-time employment upon completion of high school training.

York, South Carolina is a town of approximately 6,500, located some 25 miles southwest of Charlotte, North Carolina. The York School District, primarily rural, comprises approximately 300 square miles with a total population of 13,500 and a student population of 3,500. There are four elementary schools, one middle school, and the York Comprehensive High

School which serves 1,000 students. The school district provides services for all identified handicapped children ages 5-21 in its attendance area (ages 4-21 for the hearing handicapped).

Special education personnel serving the handicapped within the York School District include a Director of Special Services, 25 teachers (including 3 speech therapists), 19 aides, 2 psychologists, 1 IEP (individualized education program) coordinator, 2 nurses, and 2 social workers. The total special services population consists of approximately 480 students. Currently, the emotionally disturbed students are served in resource or self-contained programs with the schools and in a private church-related residential school with which the district has an "other facility" agreement (an operating agreement with an agency other than the public school system). The school district provides 3 teachers, 3 aides, instructional materials and equipment, and administrative support for this treatment center. The severely and profoundly retarded as well as the trainable mentally retarded are served in self-contained classes. The educable mentally retarded are also served in self-contained classes and by resource room teachers. The visually handicapped, orthopedically handicapped, and hearing handicapped are served by itinerant and resource room teachers. The speech and language handicapped as well as the learning disabled are served by resource teachers.

The high school offers grades 9-12. The major efforts toward vocational preparation are at the high school level. The cooperative vocationally oriented program for the handicapped has been in operation for three years providing for approximately 70 cross-categorical handicapped students, 45 male and 25 female, ages 14-21. The exceptionalities fall into the following categories:

Mentally retarded	48%
Severe-Profound mentally retarded	12%
Visually impaired	6%
Emotionally disturbed	13%
Orthopedically impaired	5%
Specific learning disabled	13%

All types of handicapped students can be aided by some phase of the program.

Vocationally Oriented Programming

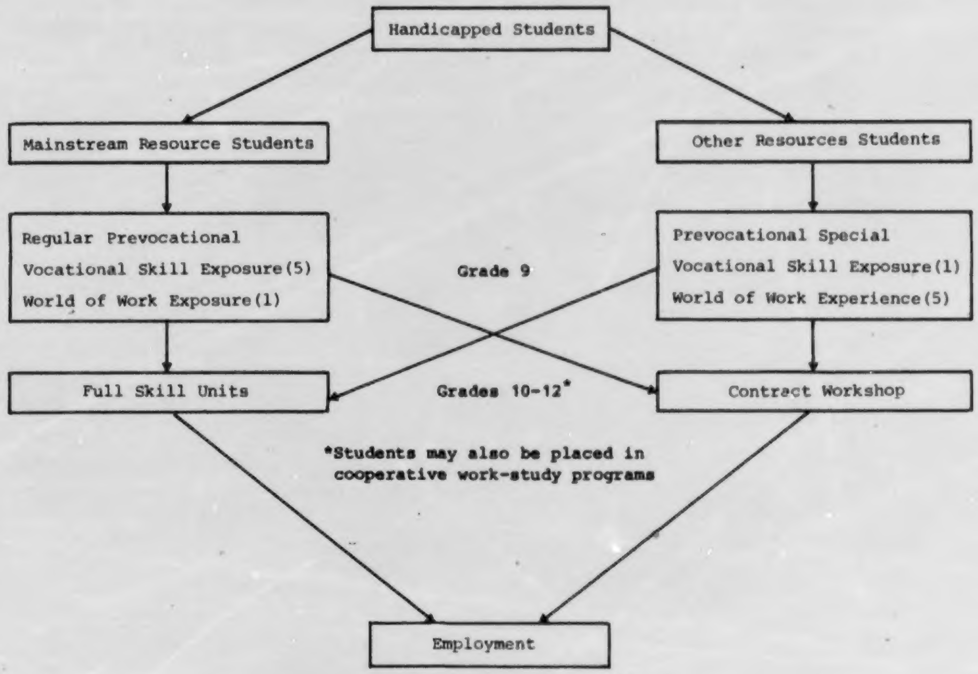
The goal of the Special Services Department is to mainstream as many handicapped students as possible, even at the secondary level. The philosophy is to have students mainstreamed in at least four of the seven class periods. Although this goal has been achieved for most of the physically handicapped students, it has not been reached for many of the mentally handicapped. Academic remediation for handicapped students in the areas of English and math is provided by two special education teachers and aides in resource environments. Whenever possible, students are mainstreamed in other academic areas. Four units of English are required. Emphasis is given to improving the student's individual reading skills. Other topics include basic writing skills, filling out forms encountered by adults, understanding the composition of a newspaper and locating specific information in a newspaper, letter writing, and developing oral and written vocabulary. Two units of math are required: The first is devoted to mastering of the four basic operations of adding, subtracting, dividing, and multiplying; the second course deals with fractions and common math problems encountered in the adult world.

Taught in a self-contained class, the high school trainable mentally retarded number approximately 10. The curriculum emphasizes practical education in the areas of personal, social, and work-related skills. A heavy use is made of "learning by doing" in the classroom and in work activities elsewhere in the school building. The class has a full-time special education teacher and an aide. The personal-social adjustment instructor employed by the vocational rehabilitation agency helps this class on a part-time basis, assisting the classroom in the area of work-related skills. These students also spend two hours a day in the Work Activity Center which is described later.

The Floyd D. Johnson Vocational Center is an integral part of the York Comprehensive High School. Some 920 students take vocational courses during their school day. Yearly, the high school graduates approximately 250, with 100 of these typically completing a two or three-year vocational education course. Vocational training for regular and mainstreamed handicapped students is offered in the following full-skill areas:

1. Office Occupations
2. Distributive Education
3. Vocational Agriculture
4. Basic and Consumer Home Economics
5. Occupational Food Service
6. Occupational Child Care

FIGURE 13.1: VOCATIONALLY ORIENTED PROGRAM FOR THE HANDICAPPED


Handicapped Students
Mainstream Resource Students
Other Resources Students
Regular Prevocational
Vocational Skill Exposure(5)
World of Work Exposure(1)
Grade 9
Prevocational Special
Vocational Skill Exposure(1)
World of Work Experience(5)
Full Skill Units
Grades 10-12*
Contract Workshop
*Students may also be placed in cooperative work-study programs
Employment

7. Building Construction
8. Industrial Sewing
9. Auto Mechanics
10. Drafting
11. Heating, Air Conditioning, and Refrigeration
12. Prevocational

Handicapped students who are mainstreamed into regular classes can choose from the above vocational courses; approximately 75% of the identified handicapped students are served in the regular vocational educational courses. Beginning in the ninth grade, handicapped students are placed into one of two groups. Students who are able to adjust enter a regular prevocational class (see the following chart, Figure 13.1). These handicapped students, along with regular students, receive five vocational skill exposures and one World of Work exposure. A vocational skill exposure includes such skills as bricklaying, drafting, building construction, small-engine repair, heating and air conditioning, greenhouse, woodworking, distributive education, or other vocational skills. The World of Work exposure includes such subjects as job seeking, work attitudes, interviewing, filling out job applications, job-survival skills, community-life skills, and other coping skills necessary to obtain and hold a job. Students not able to adjust to the regular prevocational class are assigned to a special prevocational course called World of Work I where the emphasis is reversed (Figure 13.1).

In grades 10-12, regular prevocational students enroll in the full-skill vocational areas. A cooperative work-study program is available to the students when they are ready. Because they are able to leave school at 12:00 p.m., these students are placed in part-time jobs by the vocational education teacher or by one of the vocational rehabilitation personnel. Usually, these students are enrolled in regular academic classes.
The prevocational special students (referred to as "other resource" students) are those who are not mainstreamed academically or vocationally. In the ninth grade, the other resource students receive five World of Work exposures and one vocational skill exposure. The World of Work exposures include education in coping skills needed to survive in the community and on the job: finding work, work attitudes, filling out applications, daily living, hygiene, and other skills.

The World of Work course content was designed by special educators, vocational educators, and vocational rehabilitation counselors through a team effort. The class has an instructor provided by vocational education, one provided by special education, and the personal-social instructor provided by vocational rehabilitation. The special educator concentrates on related instruction, such as the vocabulary or math involved in a particular vocational area. The personal-social instructor works on grooming, manners, job attitudes, sources of community assistance, etc. Most of the occupations are presented with some "hands-on" experience required. Field trips are arranged for occupations difficult to present through audio-visual aids in the classroom. The prevocational course now requires two years. Beginning in the 1979-80 school year, the prevocational program will be reduced from two years to one; at the same time, the vocational skills program will be increased from two to three years. To serve the disadvantaged, the vocational center has hired a full-time vocational resource person. The vocational resource teacher gives special tutoring relevant to particular learning problems. The students' needs are dealt with on an individualized basis while they are in a regular vocational program. The instruction, lasting from one week to most of the school year, is presented within the regular vocational education classroom or lab, as warranted, or in a separate location for specific assistance. The resource teacher has helped vocational educators adapt equipment and purchase special audiovisual lessons and supplies for specific topics. The major mission of the vocational resource teacher is the counseling and motivating of disadvantaged students to build up their self-confidence with little assistance or instruction.

In the tenth grade, most of the "other resource" students are placed in a workshop setting, the Work Activity Center, for approximately two hours a day. Housed in a building owned by the school, this Center is a joint venture between the Vocational Education Department of the York School District and the South Carolina Rehabilitation Department. The 10% set-aside vocational education monies support a full-time vocational education instructor. This workshop program represents one of the areas of greatest involvement of the rehabilitation agency because that agency supports two vocational counselor/evaluators who work with the vocational education instructor in the Center. The rehabilitation supervisor, along with the Director of Vocational Education , is responsible for supervising the Center operation; he is also responsible for bookkeeping, financial management, and procuring contract work for the students' training. This Center operates as a satellite of the Rock Hill Vocational Rehabilitation Center located some 15 miles away. The Rock Hill Center issues checks for student-clients in the Work Activity Center.

Approximately 30 students are served in the Work Activity Center. A conference is held on each student toward the end of the ninth grade; at that time a decision is made as to whether the student might be able to cope with regular vocational education classes, or might rather require the specialized program offered in the Center. All three components are represented at staffing and participate in the decision. Some students may be mainstreamed in regular academic or vocational education classes but may also participate in the workshop program. Some six students are following such an arrangement this year. The class for trainable students also participates in the Center for two hours each day.

The goal of the workshop is to provide training in work skills and in personal-social skills. Counseling and vocational evaluation is also given at this time. Some of the contracts secured by the Center include construction of screen printing frames for T-shirts, salvage of edge trimming from textiles, repair of wood pallets, and construction of commercial birdhouses. Students receive pay for their subcontract work and also get school credit for their participation in the program. As students mature and acquire more skills, they may be placed in a work-study program or into competitive employment.

The vocational rehabilitation component is funded with monies appropriated by the South Carolina Legislature and the Department of Vocational Rehabilitation. These funds provide the 20% match required to secure federal funds. The cooperative program with the York School District is supported by a current operating budget of $112,000. These funds allow for a staff of five. The project supervisor/

counselor maintains an active caseload of approximately 175 clients. These include students at York as well as school dropouts. In addition to supervising the Work Activity Center and securing contracts, this adminstrator supervises the other VR staff, participates in planning and coordinating the activities with the York Public Schools, and coordinates work with the Rock Hill District Office of Vocational Rehabilitation and the Rock Hill Vocational Rehabilitation Center which receives some of the graduating students.

There are two counselor/evaluators on the project staff. These individuals are responsible for supervising students in work settings, coordinating students in job assignments, consulting with teachers regarding subject matter problems related to work, and appraising student/client work progress. These staff members also work part of each day in the Work Activity Center to gain a better understanding of each client's needs, and to provide training in social and work skills. They also engage in job development and job placement in the community, provide follow-along services to the employed clients, and conduct follow-up studies to determine program success and possible need for revision.

All students attending the Work Activity Center must be clients of the Vocational Rehabilitation Department. These students, with an age range of 16-21, are given physical examinations; in addition, data are collected regarding social, vocational, and psychological status to determine eligibility. The VR project has approximately $10,000 in client service funds to finance these examinations. If the client meets eligibility requirements, these funds can also be used for corrective surgery, for glasses and other aids, and for assistance with transportation and on-the-job training.

The VR agency does not generally pay employers for training students in the work-study program, nor do employers need a permit to deviate from minimum wage. Students in the work-study program can earn two units of credit for their work experience.

During the summer months, students may continue to participate in the Work Activity Center Program for a four-hour block of time instead of a two-hour block. Also during the summer, a fairly large number of handicapped students work in the CETA (Comprehensive Employment Training Act) program. This program currently has 90 slots for summer; clients of the VR agency are automatically eligible for available employment with nonprofit agencies such as a local hospital or the highway department.

Last year, there were 13 "resource" students completing the vocationally oriented program and all 13 were still employed one year later, mainly in local industries such as the thread mill.

Planning and Implementation

Involving the three programs, plus the regular education program, the IEP conference represents a local point for planning and decision making. The heads of the vocational education, vocational rehabilitation, and special services, generally attend each IEP conference. In addition the students and parents, other teachers, representatives from administration (usually the school principal) and the IEP coordinator participate in this planning conference. Although the Director of Special Services is the case manager for all handicapped students, a committee gathers all relevant information and determines a student's educational and vocational plan. If the student is to become a client of the rehabilitation agency, an IWRP (individualized written rehabilitation program) is prepared at this time with cross references to appropriate long- and short-range goals. As a result of experience, the various individuals involved in these conferences feel that they have made real progress in specifying realistic short- and long-range objectives, and in determining the individuals responsible for implementing the activities required to meet these objectives.

State and local agreements permit the ready sharing of information among the schools, the VR agency, and the educational service center. This also includes IEP information which can be shared with appropriate agencies. Perhaps, because of the small size of each of the departments involved, communication and cooperation appear to be good. Perhaps, also because of the small size of staffs, much of the communication is informal. Because most of the staff concerned with this cooperative program is located in the same building, crises become readily apparent to all of those involved; also, those with responsibility can meet more easily to agree upon an appropriate solution.

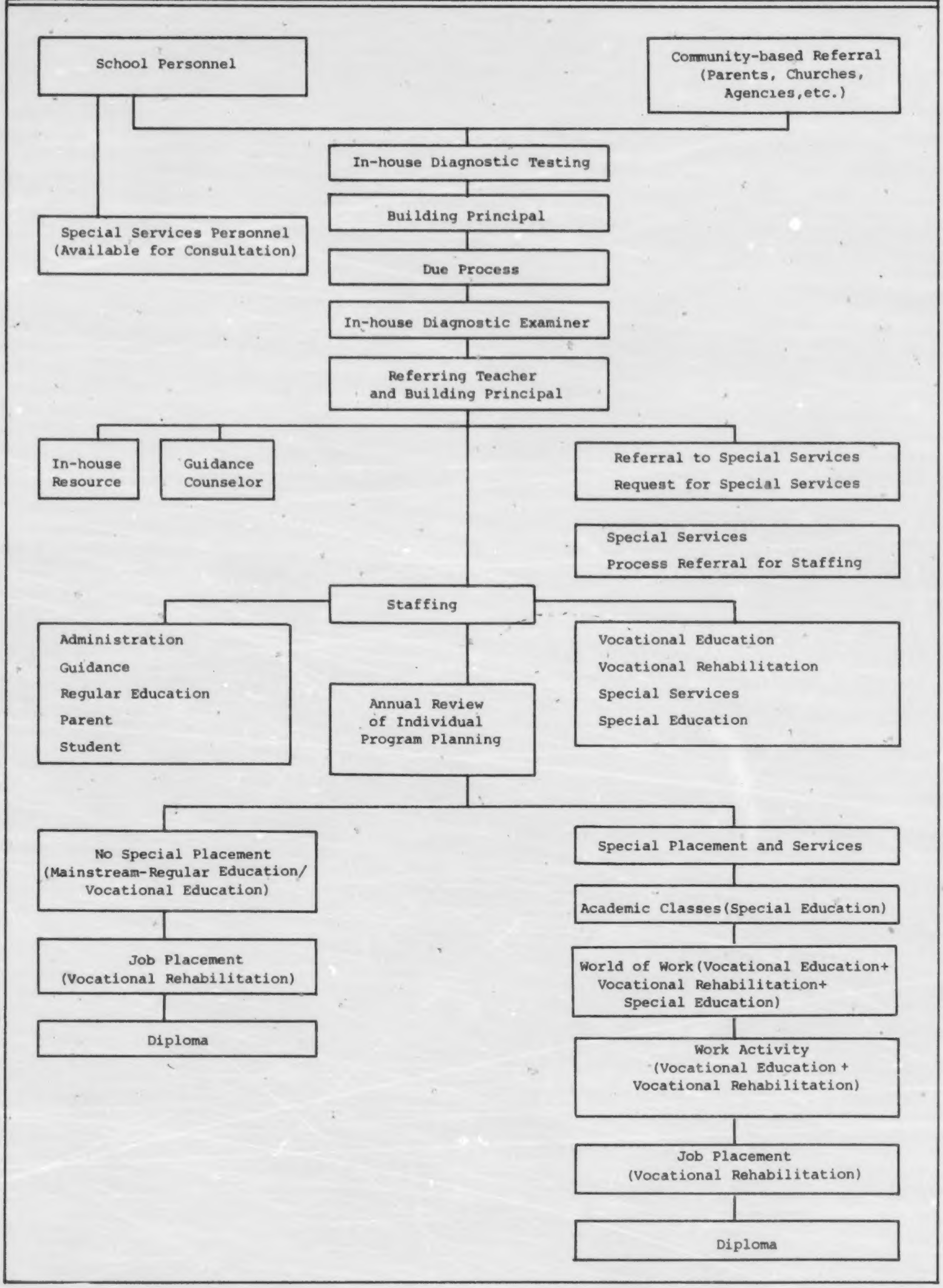
The following flow chart (see Figure 13.2) indicates the necessary procedures for identifying a student with special needs as well as the process for planning an educational program.

Cooperative Relationships in Planning and Implementation

The South Carolina Vocational Rehabilitation Department is an independent state agency with its own board. At the state level, the Department is divided into five divisions: Planning and Research, Public School and Youth Services, Workshops and Facilities, Rehabilitation Services, and the Disability Determination Division. The state is divided into 15 regions; the York cooperative program, within the three-county Rock Hill Region, is administered by the Public School and Youth Programs Division. As part of the Rock Hill Region, its activities are coordinated through that regional office. The York Work Activity Center is considered a subunit of the Rock Hill Vocational Rehabilitation Center; this arrangement facilitates administration by the regional office. The 92 school districts in South Carolina are served by approximately 130 VR staff members in the Public School and Youth Programs Division. The operating budget for this Division is $2,500,000.

The Department of Education is an independent state agency with its own board. The Division of Vocational Education is responsible for the state network of vocational education centers. The state is divided into four vocational education centers which serve one or more high schools, and 20 vocational education wings which are attached to high schools. There are two centers in York County: The Floyd D. Johnson Vocational Center is attached to the York Comprehensive High School, and the Rock Hill Career Development Center is located some 15 miles away. The York Voc Ed program operates under the supervision of the Superintendent of the York School District #1. Specific guidelines and regulations concerning operation are provided by a supervisor of voc-ed programs for the disadvantaged and handicapped students. The total budget of the Vocational Education Division is

FIGURE 13.2: IDENTIFICATION AND PLACEMENT OF HANDICAPPED STUDENTS


School Personnel
Community-based Referral (Parents, Churches, Agencies,etc.)
In-house Diagnostic Testing
Special Services Personnel (Available for Consultation)
Building Principal
Due Process
In-house Diagnostic Examiner
Referring Teacher and Building Principal
In-house Resource
Guidance Counselor
Referral to Special Services
Request for Special Services
Special Services
Process Referral for Staffing
Staffing
Administration
Guidance
Regular Education
Parent
Student
Annual Review of Individual Program Planning
Vocational Education
Vocational Rehabilitation
Special Services
Special Education
No Special Placement (Mainstream-Regular Education/ Vocational Education)
Job Placement (Vocational Rehabilitation)
Diploma
Special Placement and Services
Academic Classes(Special Education)
World of Work(Vocational Education+ Vocational Rehabilitation+ Special Education)
Work Activity (Vocational Education + Vocational Rehabilitation)
Job Placement (Vocational Rehabilitation)
Diploma

approximately $9,000,000 a year. The basic program is handled on a formula grant basis with each school district receiving a share based upon school population. The 10% set-aside money earmarked for the handicapped is handled as a special project program; schools must write a proposal to receive these funds. Some schools do not apply for these monies; therefore, the funds can be distributed to other schools.

The York School District Division of Special Services is responsible for the special education program for special needs students. This office also administers several other grant programs to benefit nonhandicapped students. The Director of this Division is responsible to the York Superintendent of Schools. The Director of the Division of Special Education at the state level sets general program policies and guidelines.

The cooperative agreement between the South Carolina Vocational Rehabilitation Department and the South Carolina Department of Education begins with a statement of purpose which reflects a philosophy of cooperation:

> Public Law 94-142 requires that States accord full educational opportunity to all handicapped children. When this law is viewed in its totality, it was clearly intended that all agencies bring full resources to bear in educating the "whole child." However, some have misinterpreted Public Law 94-142 to the extent that they feel local education agencies must provide for all aspects of the handicapped pupil's special education and related services. Quite literally, most related services are administered through other agencies and the task is to formulate cooperative relationships in order to access the pupil to all States' resources.
>
> Public education agencies have an enormous responsibility for providing free appropriate public education to all identified school-age handicapped pupils. To make classroom instruction viable and provide meaningful practical experiences to complement the educational program, a linkage between Vocational Rehabilitation and the State Department of Education is not only desirable but probably essential.

The agreement then sets forth a number of ways in which the two agencies can work together to assist handicapped students at the local level. Rather than specifying that certain joint activities must be present, the agreement indicates that no single approach is appropriate for all local communities and that a variety of approaches is necessary in order to accommodate the varying characteristics and individual differences of school districts, communities, and students. Major elements which are generally considered to be required at the local level are then described. These include on-the-job training (work-study), work activity centers (sheltered workshops), and vocational education.

The following services may be available through the Vocational Rehabilitation Department:

1. Evaluations of rehabilitation potential, including diagnostic and related services such as job tryouts and work

sample evaluations
2. Vocational rehabilitation counseling, including personal adjustment counseling
3. Physical and mental restoration services
4. Personal, social, and vocational adjustment training
5. Transportation in connection with rendering vocational rehabilitation services outside of school programs
6. Technical assistance in modification of vocational equipment and purchasing aids necessary in the individual's vocational rehabilitation
7. Specialized vocational training sponsored by Vocational Rehabilitation facilities
8. Assistance in job placement
9. Follow-up and peri-employment services to assure suitable adjustment to employment

The special education program of the local education agency may offer these training opportunities:

1. Career awareness activities
2. Career exploration activities
3. Prevocational activities to provide "hands - on" experience
4. Basic academic skill development
5. Providing opportunities to develop appropriate skills through practice in real and/or simulated environments
6. Staff development activities that provide vocational education and special education teachers for preparing handicapped pupils to enter the world of work
7. Career and vocational training for handicapped pupils, including special training needed to augment vocational training being provided
8. Preparation of handicapped pupils for work-study programs

Vocational education at the local level may provide the following:

1. Vocational education and specific job preparation provided in school for occupations requiring less than a baccalaureate degree
2. Cooperative vocational education arrangements between schools and employees to provide academic and vocational instruction through part-time employment
3. Placement services for students who have successfully completed vocational educational programs
4. Vocational guidance counseling while in school
5. Curriculum development and modification activities required to enable the handicapped to participate in "regular" vocational education programs
6. Modifications of vocational education equipment to enable handicapped pupils to develop skills which would lead to gainful employment
7. Distributive education and occupations

The local agreement between the South Carolina Vocational Rehabilitation Department and the York School District is, in some ways, more specific and, in other ways, more general. It indicates that the School District agrees to the following stipulations:

1. To provide adequate floor space, maintenance of buildings, utilities, custodial help, transportation, etc. as provided for other pupils in the regular school program
2. To make available to the program staff school records and evaluations needed in rendering individual pupil services

3. To employ and assign school personnel to assist with the program, when needed, to expand individual pupil services

The services of the South Carolina Vocational Rehabilitation Department include the following:

1. Employing and assigning Rehabilitation personnel to the program who will determine eligibility of pupil/clients to receive services and the scope of services to be provided. Responsibility for determining eligibility of individuals for these services rests solely with the State Agency. The criteria of eligibility for vocational rehabilitation are the presence of a physical or mental disability which constitutes or results in a substantial handicap to employment, and a reasonable expectation that vocational rehabilitation services may benefit the individual in terms of employability
2. Developing an operation budget for the program and authorizing rehabilitation expenditures
3. Receiving referrals, from throughout the school district, of handicapped individuals who need Vocational Rehabilitation services over and above those services which are provided by the District

The Department of Vocational Rehabilitation receives state appropriations which exceed those required to match the Federal formula grant money available to the state. The agreements which the Department has with local schools are service agreements rather than cooperative third-party agreements as no money other than state-appropriated funds to the Department is used for matching.

Funds are not co-mingled but services are blended.

The vocationally oriented programs for handicapped students at the secondary level involve the following funds (See Table 13.1)

Although not spelled out in the local agreement, the three programs plus regular education provide the following:

Regular Education

1. Supportive administration
2. Cooperating guidance department
3. Proper physical plant
4. Regular education classes for mainstreamed students
5. Assistance from regular educators

TABLE 13.1: AGENCY FUNDING FOR SECONDARY HANDICAPPED

	FEDERAL	STATE	LOCAL
Vocational Rehabilitation	80,000	22,100	2,000
Vocational Education	10,000		
Special Education Services	13,100	32,800	6,800

Special Education

1. Necessary support services (nurses, social workers, psychologists, speech therapists)
2. Three full-time resource teachers
3. Identification of students
4. Planning and guidance of individual students into proper programming
5. Funding for instructional equipment and materials
6. Administrative support from a special educator, three full-time aides (LD, EMH, EH), three itinerant specialists (OH, VH, HH), one self-contained teacher (TMH)

Vocational Education

1. Funding for one full-time instructor
2. One additional instructor for one period a day
3. Major responsibility for curriculum design
4. Administrative support from a vocational educator
5. Opportunities for adapted regular vocational education

Vocational Rehabilitation

1. All financial and bookkeeping responsibilities for operating the Work Activity Center
2. Application for handicap Work Activity Center exemption
3. Locating contract work for the Work Activity Center
4. Vocational/medical evaluations
5. Administrative support and supervision in the Work Activity Center
6. Three staff members who work with the Center and also provide job placements and follow-up services

Several reasons have been given as to why this particular cooperative program developed and why it works so well. Clearly, it has strong support from the state level at the top and at secondary levels of administration. The Commissioner of Vocational Rehabilitation views his participation as cost effective because the average cost of successfully placing handicapped students in competitive employment is $700 for the York program, only one-third the average cost of adult programs. Another indication of administrative support for the cooperative school program is the existence, in the Rehabilitation Department, of a Division of Public School and Youth Programs which is at the same administrative level as other program divisions. There is an obvious advantage in having a supervisor who can act as advocate and influence the nature and growth of cooperative programs. The supervisor of this Division, placed at a high administrative level, can also communicate with and seek support from various department heads in the State Department of Education.

Traditionally, much of the authority for operating local school programs has rested with local school boards and superintendents. Hence, as contrasted with the Department of Vocational Rehabilitation, the Department of Education exerts less direct control over cooperative programs at the local level. Certainly, general support for such programs must exist; otherwise, programs could be hindered by state regulations and policies. However, because of their lack of administrative control, they do not seem to be as influential in developing such cooperation.

That the York program is highly regarded by the state is evidenced by the fact that the program has secured a state appropriation of

$500,000 for an addition to the Vocational Center; the addition will house expanded vocational education programs and provide improved facilities.

At the local level, several factors seem to have been influential in the development and continuation of the cooperative program at York. The school superintendent was the director of vocational education at York for many years. His emphasis on the need for a practical curriculum which provides a strong vocational education program is apparent. His administrative style seems to encourage the delegation of authority, and the making of decisions at the programmatic level which may cross departmental lines.

The relationship between the three department heads is obviously a good one. It is difficult to assess whether other individuals would have seen the need for cooperation and mutual assistance. Quite possibly the small size of the school system and the rural nature of the community enhance cooperation and communication. Because the departments are small, and without many available specialists, it would seem to be more natural to turn to others outside each department for assistance in meeting the needs of the handicapped. The lack of large urban sprawl and inner city problems, as well as the tendency for rural people to respond to the needs of others, no doubt contribute to greater acceptance of the handicapped and more support for special programs such as the one at York.

Major Issues

The staff of the York School District #1 indicated that they had not completely achieved the goal of providing a secondary vocationally oriented program which was both exemplary and represented the ultimate in cooperation. The major problem which they are facing is one which is common to secondary schools, namely, mainstreaming. Due to relatively large regular classes and limited funds for additional teachers, many teachers are reluctant to accept the handicapped into their classes, particularly the mentally handicapped. The Director of Vocational Education feels that considerable progress has been made in getting teachers to modify their curriculum in order to accept the handicapped into their regular vocational education classes. However, this administrator indicates that there is still much room for improvement. There is a need, for example, for additional resource teachers who can provide more support for the regular teachers, as well as a need for in-service training of teachers. The Director is hopeful of adding a media specialist who will prepare program packages in various areas of vocational education which will offer flexibility to accommodate the handicapped.

With the deinstitutionalization movement now underway in South Carolina and the resistance of parents and agencies to sending children to residential facilities for the handicapped, schools are being asked to provide suitable programming. Some of these students present severe behavior and learning problems which school personnel are not currently equipped to handle. There seems to be a need for inter-agency planning, beyond the cooperation of education and vocational rehabilitation, which would help mobilize back-up services so that students could be maintained in the community and participate in appropriate school programs.

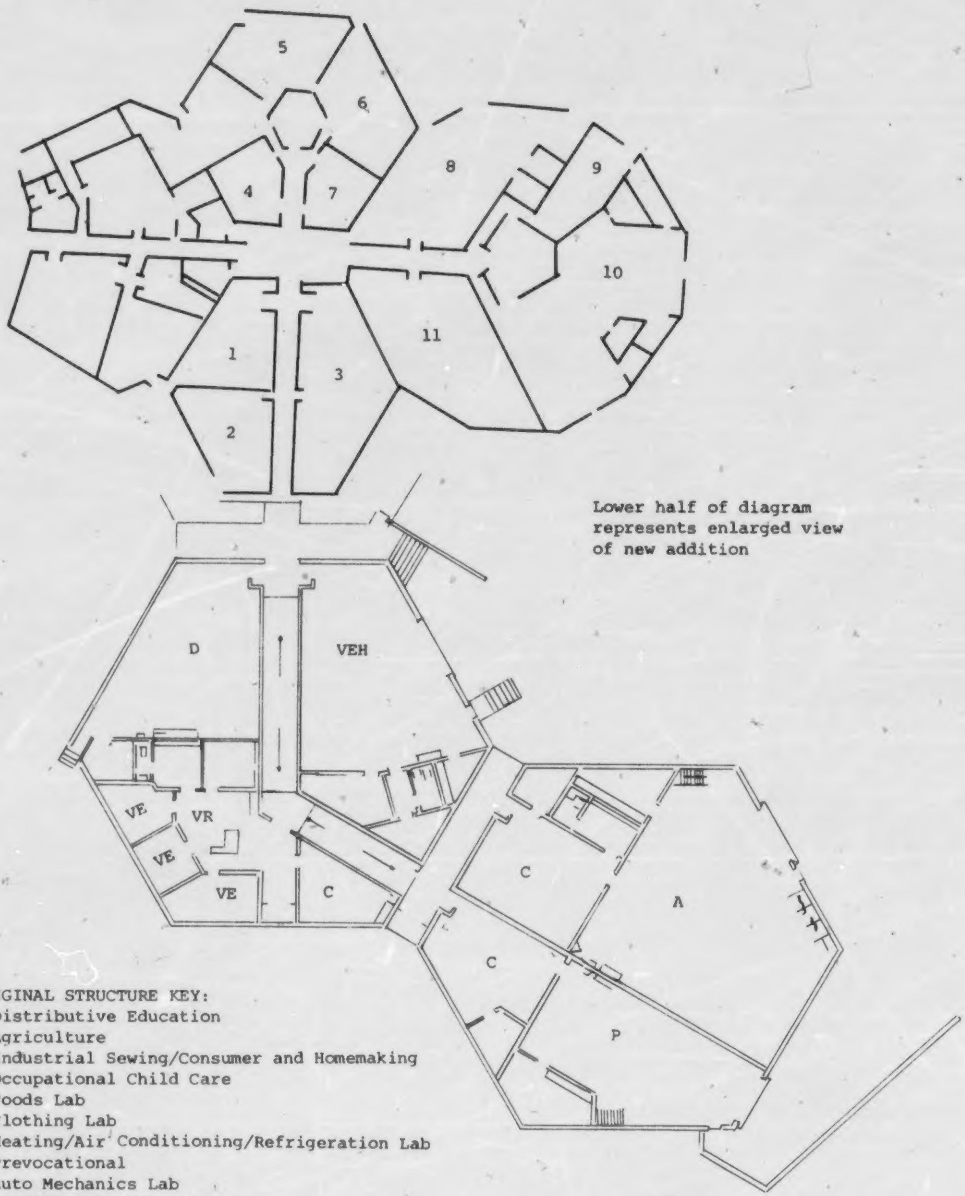
In the past, York has been able to give high school diplomas to those handicapped students who complete the course requirements. There is a state movement underway to administer competency tests in grades 1, 2, 3, 6, 8, and 11 with the possibility that students would not be promoted or receive a diploma without meeting a certain competency level. At this time, these test scores are not being used for this kind of decision. However, it appears that within the next few years consideration will have to be given to those special students with a low achievement level so that they can be moved along in programs and be given a diploma upon graduation.

One area of concern for the three programs is the problem of differing definitions of handicapping conditions and eligibility for services. Both public school and vocational rehabilitation IQ ranges are similar, but supportive evidence such as information about maladaptive behavior is not documented in similar fashion. Vocational Rehabilitation does not recognize the category of "Learning Disabilities" as a handicapping condition, although the student quite possibly could fall within some other category of disability. On the other hand, the Vocational Educational Program's special needs student is certified under the same guidelines as those established by the State Department of Education for handicapped students. It is understood that the state offices of the Departments of Education and Vocational Rehabilitation are aware of these differences as an area of concern.

There would appear to be a need for the development of more specific guidelines for determining which students are to be placed in the regular vocational education classes or in the Work Activity Center. Perhaps the development of more systematic vocational evaluation procedures in both the World of Work class and other vocationally oriented classes within the program would be of help.

(Figure 13.3 represents the original floor plan of the York Vocational Education building plus an enlarged view of the new addition, which includes space for the Rehabilitation staff.)

FIGURE 13.3: FLOOR PLAN - VOCATIONAL EDUCATION BUILDING



Lower half of diagram
represents enlarged view
of new addition

ORIGINAL STRUCTURE KEY:
1 Distributive Education
2 Agriculture
3 Industrial Sewing/Consumer and Homemaking
4 Occupational Child Care
5 Foods Lab
6 Clothing Lab
7 Heating/Air Conditioning/Refrigeration Lab
8 Prevocational
9 Auto Mechanics Lab
10 Building Construction Lab
11 Mechanical Drawing and Diversified Occupations Lab

NEW ADDITION KEY:
A = Agriculture
C = Conference
D = Drafting
P = Prevocational
VE = Vocational Evaluation
VEH = Vocational Education for Handicapped
VR = Vocational Rehabilitation Office

PART THREE

CURRICULUM AND EVALUATION

CURRICULUM DEVELOPMENT IN CAREER EDUCATION

The Nature of Career Education

Vocational education is generally defined as focusing on the acquisition of specific skills and knowledge required for a particular occupation or job cluster. In its broadest sense, the term career education includes not only the work role but also refers to a person's role as a worker, learner, consumer, citizen, family member, and social-political being (Schoepke, 1979). Because much of the recent literature dealing with preparing the handicapped person to cope with adult life is labeled as career education, this term is used rather than the more restrictive term of vocational education.

Career education for all students is a goal-directed approach to education. Focusing on preparing students for work and community living, it is a comprehensive educational program which begins with kindergarten and continues through an individual's formal education. Generally, career education includes four overlapping phases (Vinton, Pantzer, Farley, & Thompson, 1976). Phase one is career awareness which begins in kindergarten and extends through fifth grade. The primary purpose of career awareness is to assist the student in developing an awareness of work as it exists in the home, school, and community. The student should develop positive attitudes toward self and others, and toward work; these attitudes are compatible with the values of a work-oriented society.

Career orientation (usually in grades 6-8) is the second phase in the normal maturation of the student and is the essential link between career awareness and career exploration. For the first time, students are asked to look at occupations in realistic terms of "What do I want to be when I grow up?" During this phase the educational goal is to provide students with information about a wide range of occupations so that they will know more about job requirements, job characteristics, and job opportunities. It is important that resources for student use be available. Information about various occupations (pamphlets, books, and work sample kits) should be available to reinforce and augment units of instruction.

Career exploration is usually implemented in the ninth grade, or perhaps tenth grade for immature students. The primary purpose of the career exploration phase is to help students make a tentative career choice in order to complete a useful career plan. At this stage, students engage in a number of activities such as career counseling, investigations of several job clusters, and direct contacts with jobs in the community.

Career preparation takes place in the final years of high school. Upon completion of this phase, students should possess the competencies for entry-level jobs. These jobs may not be related to their lifelong career choices but students should be presently employable despite the fact that they may be going on to college or technical school at a later date. By obtaining jobs related to their ultimate career choices, students have an opportunity to test, under working conditions, the appropriateness of their career choices.

Vinton et al. (1976) suggest that for each of the four phases, educational objectives should be divided into four concept areas:

1. Self-awareness: enables students to understand themselves better and make accurate assessments of their strengths and weaknesses;
2. Work concepts: teaches basic knowledge and concepts of work-related skills necessary to succeed in any job;
3. Socialization: stresses the importance of developing meaningful relationships with other people and the effect this has on career choices and career success;
4. Job knowledge and skills: introduces students to jobs from each of the Office of Education 15 job clusters at different levels of responsibility so that students can understand the choices available and understand the preparation and job skills required.

Curriculum Development for Regular Students

Keller (1972) feels that the curriculum should emphasize certain content at different grade levels. At the elementary school level, teachers should encourage the development of good work habits and realistic attitudes toward occupations and work. Occupational groupings or clusters should be identified and integrated into basic educational skill instruction. Students should be involved in self-discovery activities and be introduced to problem solving and decision-making. Opportunities should be given for pupils to render services to others. Field trips and directed after-school activities should permit students to observe and interact with selected community workers.

At the junior high school level, students are provided information about society and work, specific occupations, and also receive help in exploring their own strengths and weaknesses. "Hands-on" experiences are provided in simulated work environments. Many schools have initiated career development instructional centers for discretionary and prescriptive learning experiences. During these activities, extensive career guidance activities and counseling should be provided to assist students in learning and evaluating the information they are being exposed to.

At the senior high school level, Keller suggests that students should be provided with activities that unify basic subject areas with career development concepts and skills in order to make academic instruction more relevant. All students should have an intensive preparation in a selected occupational cluster or specific occupation to qualify for job entry and/or further training. Keller believes that the school is responsible for placing students in jobs, in postsecondary occupational training programs, or in a four-year college program.

Cooperative education involves students working part-time and attending school part time. Welch (1977) in reviewing the literature of cooperative vocational education programs at the secondary and postsecondary education level, suggests that two different approaches are followed. One is the capstone approach whereby the student receives one or more years of inschool instruction prior to the cooperative experience. Welch feels that the world of work involvement provides a sound base for aiding students in making realistic career decisions with the benefits of cooperative education outweighing its cost.

Most educators who are strong advocates for career education are also advocates for the "infusion" approach in designing the curriculum. Concepts related to work and community living are used as content when subject matter courses such as reading, math , and social studies are taught. At least one study (Smith, 1973) found that the insertion of career education which permitted the use of tools and other "hands-on experience" also produced accelerated academic achievement in the regular class setting.

The Oregon Board of Education (1971) also supports the philosophy of infusing the general education program of secondary schools and providing career education for all students. They have sought to modify high school curricula so that students might select a career cluster or family of occupations and relate the majority of their high school experiences to this cluster. Students at the high school level should not be expected to set specific goals. Rather, they should choose a broad field of interest; however, the guidance and counseling process should be so structured that if students wish to change even the broad area being studied, they can do so with a minimum of frustration.

The occupational skill classes are expected to serve at least 15-18 students. The selection of a career goal should take place around the end of the eighth grade. The Oregon program uses 18 clusters, or families of occupations, which offer necessary minimum skills or knowledge for further training or for entry level job skills. Most of the specific career education courses and labs are designed for the 11th and 12th grades and require a minimum of 10 hours per week. In order to have students make an intelligent choice of an occupational cluster, a well-developed counseling and guidance program in grades 7-9 is required. Exploratory experiences are then provided during the middle school to allow students to develop a basic understanding of the various occupational clusters. The Oregon group believes that supervised work experience is a vital part of the cluster curriculum.

In order to determine the special training needed to give students entry-level skills in an occupational cluster, three analyses were made. Job descriptions from the Directory of Occupational Titles plus Oregon Manpower data were analyzed. A task analysis was made after workers in various occupations were asked to identify specific tasks and employer expectations. Finally, an instructional analysis was made to assist teachers in organizing learning experiences.

Danford, (1978) after a review of the literature and personal experience at the Capitol Area Career Center in Mason, Michigan, found certain characteristics of students which were general enough to be helpful in curriculum planning. In the regular vocational education classes, Danford found females to be better readers than listeners, and males better listeners than readers.

Further, Danford found that the students read 2.6 grades below their present grade level and also had difficulty in expressing themselves in writing. Not articulate, they were more successful at showing how something was done rather than telling about it. Their self-concept was mixed; they felt less capable than other students in academic classes but equal to those same students in the vocational education area. The vocational education teachers were inclined to agree and rate students in the vocational education curriculum as more attentive than those in the academic curriculum.

The vocational education students, in general, felt more positive about training in a specialized career center than in a comprehensive high school. Danford recommends that a step-by-step approach, with check points to evaluate progress along the way, is the most effective teaching method; she also recommends individualized instruction. Further, Danford observes that vocational education students have more contacts with the guidance department of the high school than do the students in the academic program.

Phelps and Lutz (1978) point out that the instructional content provided in any educational program is determined to a large extent by both the needs of society and the needs of individuals in that society. When educators become involved in curriculum development, they are forced to interpret in specific terms, the nature of these needs. In recent years, career educators have suggested that clusters of occupations can be used to identify educational programs and curricula which would have immediate relevancy for the world of work. Clusters of occupations used in this type of curriculum development usually reflect the major industries found within society, industries such as manufacturing, health, or public service. They suggest that the cluster-based curriculum approach offers several positive benefits:

1. This approach prepares the student for a cluster of related occupations, thus insuring some mobility among occupations within the cluster
2. This approach has more relevance for those students interested in not just one, but a variety of occupations; occupational choice can be postponed until the time of entry into the world of work
3. Later, retraining is shortened due to the comprehensive nature of the initial curriculum design and instruction
4. The elements of both academic and vocational instruction become more meaningful for the student when common job skills such as measuring are studied

in their occupational application

The specificity or breadth of an industry-based career cluster is an important consideration in curriculum development. Career clusters are broader in scope and include a greater variety of occupations at the elementary school level than at the secondary level. Transportation is an appropriate cluster for serving as the career awareness function at the elementary level. The second level focuses on exploration of several possible careers as well as on preparation for a specific career; at that level, the broader cluster of transportation would be subdivided into a number of more specific clusters such as ground transportation occupations and air transportation occupations.

Curriculum Development for Handicapped Students

Pollard (1977) suggests that the rising emphasis on career education is related to a number of factors. First of all, schools are held more accountable for turning out graduates with job skills. Secondly, there is an increased realization that college is not intended for all students. Finally, there is a belief that the high dropout rate for disadvantaged and handicapped students suggests that the traditional curriculum may not be relevant for them.

Eaddy and Eaddy (1976), after reviewing instructional materials designed to meet the needs of special groups, indicate that a diversity of views are reflected. These views range from a sincere assertion that there is no need for curriculum materials which differ from those of regular students, to a plea for special curriculum, including instructional objectives, materials, techniques, and evaluation devices to meet the unique program requirements for persons with special needs.

Wall (1976) points out that vocational education for persons in special groups is multifaceted. The success of adapted vocational education rests in treating the specific problems that prohibi- such persons from participating in regular vocational education programs, while simultaneously taking into account their occupational training needs. Appropriate subject matter content, individualized instructional methods and techniques, and special services are the mainstay of programs for persons in special groups (Brauner, 1976). Generally, most vocational programs for special groups focus on job preparation. To this end, these programs and their curriculum offerings must be geared to provide training in the shortest possible time.

According to Clark (1976), career education for the handicapped differs in method rather than content from education for the nonhandicapped . Clark (in press) presents a modification of the model originally offered by Marland (1971) which is based on the concept that career education is developmental in nature and should follow the maturation of the handicapped child. At the elementary level, all students should receive educational opportunities which assist in developing proper values, attitudes and habits, good interpersonal skills, elementary occupational information, and job and daily living skills. During the middle and high school years, there are various programs for the handicapped. Though some students remain in a college preparatory or general education program, others enter a vocational/technical or fine arts educational program, a cooperative education or work-study program, or a work evaluation or work adjustment program. Clark stresses that students can move back and forth in these programs depending upon changing needs and maturation.

Selection of curricula involves more than simply identifying the occupational area in which the student has major interest; it includes choosing a career that is appropriate to the level of risk a student desires to undertake. The high-risk oriented individual sees little point in expending energy to achieve a career that will not provide significant upward mobility.

Many students learn from practical experience and do not abstract well from theoretical learning situations. For these students, the curriculum must follow a pattern of "hands-on" experience followed by theory. This is a complete reversal of the traditional idea of teaching theory first and providing application second (Weisman, 1976). For many handicapped, the applied work setting carries high risk for failure because they have no one to blame but themselves if they don't perform well. Although the applied emphasis may be best from a learning point of view, it is suggested that for students with a poor self-concept, support from teachers or work supervisors be readily available during the early phase of job placement.

Holstein, Woodall, Burton, and Elkins (1971) developed a comprehensive curriculum guide for grades 1-12 that can be modified to serve all handicapped. Focusing on the world of work, the guide includes a structuring of basic subjects around the theme of career opportunities and requirements in the world of work. In the elementary school, students are informed about the wide range of jobs in our society and the roles and requirements involved in these jobs. In junior high school, students may explore specific clusters of occupations through "hands-on" experiences and field observations as well as through classroom instruction. Students are assisted in selecting an occupational area for further specialization at the senior high level where they pursue their selected occupational area, exercising one of three options: intensive job preparation for entry into the world of work immediately upon leaving high school, preparation for post-secondary occupational education, or preparation for four-year college.

Those students engaging in specialized job preparation for job entry immediately upon graduation from high school can choose from seven areas of correlated course work which are taught in three-hour time blocks. This permits the students to attend their home high school and take the required courses to obtain certification for graduation.

As part of the curriculum development, Holstein et al.(1971) developed assessment instruments which measure student knowledge, skills, and attitudes. Periodically, students take one of these tests which aid in identifying abilities, needs, likes, dislikes, fears, interests, feelings, and values.

Career Education Curricula for Specific Handicaps

Hopkins and Brock (1977) have developed a curriculum for the trainable mentally retarded. Three evaluation inventories were designed to assess the present level of functioning and to individualize the educational program. One inventory evaluates general adjustment, covering the topics of personal hygiene, language, community-living skills, and work-related skills. Another is concerned with general behavior, covering the areas of socialization, punctuality, and response to supervision. The third instrument measures specific skills, covering gross and fine motor skills, strength and endurance, balance, color discrimination, and ability to follow multiple directions.

The staff based the curriculum content on a community survey which identified likely job opportunities. A task analysis was done for the jobs of ironing, sorting colored tiles, belt assembly and salad making.

Skinner (1975) devised a curriculum guide to assist secondary teachers in helping the educable mentally retarded learn marketable job skills. The stress is on proper attitudes as well as work skills. Vocational content is included in the tool subjects of reading, math, and English. A general world of work course, focusing on prevocational skills, covers the jobs of assembly-line worker, worker for a small corporation, short-order cook, and restaurant worker. Each section of the curriculum is presented in chart format with column headings for behavioral objectives, suggested solutions for teachers, suggested activities for students, and evaluation. A bibliography and evaluation sheet are also included.

Wiener (1973) reports on a curriculum development project involving a group of educable mentally retarded in grades 9-10 in North Carolina. This school formerly used a resource-remedial approach which was accompanied by a high dropout rate. She devised a program in which students participated in remedial academics and prevocational skills training one-third of the day, in leisure arts activities one-third of the day, and in regular elective courses one-third of the day.

The remedial-prevocational portion of the curriculum included participation in both the programmed instructional series, geared to improve language and intellectual capacities, and the program of vocational guidance and career exploration experiences. The major portion of the report explains creative-leisure arts activities and four, two-week personal experience modules:

1. You and Your Feelings
2. You and the Drug Culture
3. You and Your Future Family
4. You and Others

Activities included role playing of emotional situations, multi-media presentations concerning human sexuality, and student visits to hospitalized persons. Evaluation data suggested the curriculum reduced the dropout rate.

The Hardin County Board of Education (1977) initiated a project involving educable mentally retarded and economically disadvantaged students. This project sought to measure the effects of integrating basic reading and math instruction with prevocational instruction through the use of a basic skills resource room and technical simulation unit. The curriculum included guidance and counseling services along with vocational experiences. Evaluation instruments included ratings of student social behavior as well as skill performance checklists.

The technical simulation unit provided an orientation to the world of work. Content included occupational safety, self-appraisal of employment skills, handling a paycheck, and paying taxes. "Hands-on" experiences for 11th and 12th graders were provided in the areas of restaurant work, assembly-line work, motel cleaning, bookbinding, service station work, and grocery store clerking. Video tapes which were made of students were later played back for discussion and corrections of errors. A full-time counselor provided twice-monthly group activities which were oriented to school and community social adjustment, career development, and on-the-job training.

In Florida, the school system in Duval County (1966) has developed a comprehensive curriculum for the educable mentally retarded at the secondary level. Based on occupational education, this curriculum covers the topics of consumers in the trading area (grade 7), jobs in the trading area (grades 8 and 9), occupational readiness (grade 10), family and community living (grade 11), and the worker as a citizen (grade 12). Within each topic, units are structured around problems for which suggested activities, suggested vocabulary, related skills, and instructional materials are outlined. The Appendix to this guide provides supplementary materials such as weekly and yearly planning charts, a job analysis schedule form, and an outline of job areas in Duval County.

Heavy emphasis is placed on learning vocabulary; each unit provides detailed vocabulary lists which cover names of the items involved, parts of the items, related conditions and functions, daily tasks involving the items, related workers and tasks, and common activities in using the items.

The developmental organization of each area begins with basic vocabulary and the nature of the items involved then gradually moves toward the more abstract and conceptual level of use and implications for job opportunities. Planning a unit of work requires the following steps:

1. Determine core appropriate to student
2. Inventory the community's resources
3. Formulate or obtain developmental sequence
4. Determine field experience
5. Determine centers of interest
6. Determine focus of each day's interests within each center of interest
7. Determine speaking vocabulary
8. Prepare sample content chart of pertinent facts to be covered
9. Determine furnishings and equipment to be used
10. Make sketch of one bulletin board for each center of interest

One of the more recent curricula in career education for the educable mentally retarded is that developed by Donn Brolin and his associates (1978). Created as part of Project PRICE (Programming the Retarded in Career Education), the project began with an assessment of teachers, counselors, administrators, and parents to determine what they needed in order to be able to teach mildly mentally retarded adolescents. Brolin feels that the formation of a school/community/parent support system capable of determining the desired focus of training and carry-through activities at the local level is essential to the success of any career education program. His broad view of career education includes the three major areas: daily living skills, personal-social skills, and occupational guidance and preparation. He defines career education as "systematically coordinating all school, family and community components together to facilitate each individual's potential for economic, social and personal fulfillment" (Brolin, 1974).

During the initial stages of Project PRICE, Brolin and his colleagues analyzed the barriers to normal functioning, identifying more clearly the competencies needed by the retarded to cope in society as young adults (Burkehead, Domeck, and Price, 1979). The Project identified 22 specific learner competencies which are grouped into the three major areas:

I. Daily Living Skills

1. Managing family finances
2. Selecting, managing, and maintaining a home
3. Caring for personal needs
4. Raising children, enriching family living
5. Buying and preparing food
6. Buying and caring for clothing
7. Engaging in civic activities
8. Utilizing recreation and leisure
9. Getting around the community (mobility)

II. Personal-Social Skills

10. Achieving self-awareness
11. Acquiring self-confidence
12. Achieving socially responsible behavior
13. Maintaining good interpersonal skills
14. Achieving independence
15. Achieving problem-solving skills
16. Communicating adequately with others

III. Occupational Guidance and Preparation

17. Knowing and exploring occupational possibilities
18. Selecting and planning occupational choices
19. Exhibiting appropriate work habits and behaviors
20. Exhibiting sufficient physical-manual skills
21. Obtaining a specific occupational skill
22. Seeking, securing and maintaining employment

The 22 competencies are then further divided into 102 subcompetencies which are used as the framework for building the teaching units. In addition to focusing upon the priority areas in career education, the Life Centered Career Education Curriculum provides for two other essential aspects of education. The Education for All Handicapped Children Act requires that every child receiving special education services has an Individualized Education Program (IEP). This team-developed plan must specify short- and long-range goals and educational objectives, and specify responsibilities for the implementation of this plan. This curriculum is so arranged that by using a simple form which lists the competencies and subcompetencies, the IEP team can check those areas which are needed by a particular student. A space is provided for listing additional objectives which are unique to that student.

The second contribution which this curriculum offers is an assessment tool which can be used to determine if students demonstrate the skill and knowledge in the 102 subcompetency areas. By regular assessments of students throughout the educational program, the focus is changed so that once competency in an area is demonstrated, new objectives are set for training.

The Social Learning Curriculum was developed by Dr. Herbert Goldstein and associates at New York University. Now in print, the curriculum has been in a developmental and testing process for over 10 years. The elementary and middle school curriculum was developed first, with the secondary program following. This latter curriculum is still undergoing testing and further revision.

Goldstein (undated mimeographed paper) believes that any curriculum dealing with social skill development must focus on thinking critically and acting independently. The student must be taught to "read" his environment, recognize the criteria for social adjustment and then perform in a way that does not attract the disapproval of others in the community. Hence, the Social Learning Curriculum stresses the assessment of social situations and the teachings of various strategies in dealing with these situations. This curriculum has a built-in inductive problem-solving methodology to achieve critical thinking and decision-making skills.

The Social Learning Curriculum is a developmentally oriented curriculum conceived as an expanding spiral which begins with the initial focus on children becoming aware of their identity within the context of home and family. As they grow older, the focus gradually shifts to the neighborhood, the community, and finally, to the extra-community. The psychological aspect, physical aspect, and social aspect of various needs are covered at each level. Subject areas are repeated throughout the curriculum with ever-broadening implications and greater depth of study. Hence, career education is assumed to be an integral part of the curriculum.

At the secondary level, there is a Problem Oriented Social-Vocational Adaptation Program (POSVAP), which includes a series of booklets about various social situations related to job seeking, employment, and maintaining employment. One of these, for example, is an employment application practice booklet. This pamphlet includes application forms, vocabulary practice, experience in resume writing, and information about health status. Other materials are directed to the teacher and deal with such problems as analyzing a job in terms of education and experience requirements, functions, difficulty of learning, etc. Most of the competencies and subcompetencies presented in Project PRICE are dealt with in the Social Learning Curriculum.

Clark and Wimmer (1978) studied the cognitive content of given curricula which sought to provide career education to the educable mentally retarded. They identified 1,742 objectives/skills which were categorized into three major content domains: self, work, and leisure. Raters then identified some 428 of these as being "cognitive" skills. Based upon this listing, a Career Education Cognitive Skill Inventory was developed by constructing a test item for each of the skill statements. The scale included nine subdomains, each of which yielded a score:

1. Independent Functioning
2. Physical Development
3. Economic Activity
4. Language Development
5. Numbers and Time
6. Vocational Activity
7. Self-Direction
8. Responsibility
9. Socialization

The scale was then administered to high and low functioning educable mentally retarded and to regular students. Although 77% of the items were mastered by the total population, the researchers believed that this figure was low in terms of the limited difficulty-level of the items. They believed that students who had experienced a sequential career education program should have been able to answer the great majority of the test items correctly. They found that the high functioning retarded students performed significantly better on the test than did the low functioning students. This realization suggested to the investigators that perhaps this lower functioning group needed a different educational approach in order to develop competency in these areas.

Expert judges were asked to state the ages at which each cognitive skill ought to be learned by high and low functioning students. The judges tended to overestimate the acquisition ages among the high functioning group and underestimate the acquisition ages of the low functioning group. Again, the investigators concluded that retarded students are capable of mastering content at earlier ages, given a sound career education program beginning at the elementary level. They believe their evidence suggests that such a developmental career education program is not present in the public schools studied.

The Capitol Area Career Center (CACC), located in Mason, Michigan and serving the Ingham Intermediate School District, has had a comprehensive curriculum development project underway for the past several years (Danford, 1978). Project participants examined and defined learning profiles for the educable mentally retarded, visually impaired, low-reading achievers, and regular vocational education students. Such factors as communication skills, attitudes toward self and others, knowledge level, plus cultural and social factors were analyzed for each group. By having a better understanding of the learning style of each group, the instructors felt they could develop more appropriate teaching strategies.

The educable mentally retarded were found to have both limited vocabulary and limited rate of verbal expression. They were also noted to have sequencing problems. Though they could follow one directive as well as regular students, they became confused if two or three directives were given at one time. Their reading and math skills were closer to their mental age than to their chronological age. Many had a short attention span and were motorically deficient. They had trouble accepting criticism and seemed to learn more readily with practice and rewards.

The visually impaired were found to have the best listening comprehension, about 175 words per minute. However, their comprehension was not significantly diminished at 225-285 words per minute. Their average reading rate of large type was 120 words per minute. Their IQ was usually found to be within the normal range. As a group, they were highly distracted by auditory stimulae. Glare bothered all of these students and 25% were particularly sensitive to light. They were able to judge space and distance through hearing. Finally, they tended to show a behavioral reaction to stress by shortening their steps or stiffening their limbs.

The project developed, tested, and produced more than 1,300 instructional modules and audio-visual materials designed to accommodate the different learning styles of the disabilities served in the CACC. The materials were written without sex bias, portraying women and minorities in nontraditional roles. The project also identified environmental barriers to vocational education for the physically handicapped students and developed a means of analyzing required environmental modification. Prerevision and postrevision data from vocational instruction and each student group were accumulated to assess the effectiveness of the learning strategies.

The philosophy at the CACC takes into consideration the characteristics of each student in determining selection of occupational training objectives, sequence of study, and choice of materials and procedures. A flexible schedule permits each student to spend whatever time is necessary in a given subject area. The progress of all students is measured in terms of their own objectives rather than in terms of comparison with other students.

The occupational program content is based upon task analysis. This analysis involves requirements for entry-level work, including job skills, job knowledge, job behaviors, and basic mathematics and measurement skills. Performance objectives are then established to provide a basis for instruction and a means for evaluating students' and teachers' accomplishments of the skills. Upon entering the vocational program, all students complete an individual assessment program to determine their present skill and knowledge level in relation to the occupation selected. They are then provided with an individual prescription of all the modules needed to complete the occupational program. Based upon student assessment, computer technology is then used in selecting from among available modules.

All students receive a weekly schedule that identifies the goals for that week. The schedule lists the sequence modules, their numbers and titles, type of instruction involved, the name of the instructor, and the work area assigned. If a student works at a faster rate than anticipated, an immediate update can be made.

The instructors are provided with a daily class list at the beginning of the week. This list indicates which students they will have and which modules each student is to master. As the student completes a module, the instructor fills out the appropriate form which provides a monitoring system for instructors and students. In addition to the weekly feedback, the students receive updated prescriptions at regular intervals.

Each occupational training module is printed in block type and includes these elements: a performance objective page explaining what is to be learned, what materials are needed, how the student will be evaluated, and job step pages providing the detailed information needed to perform the task. Enlarged visuals are designed for the vidually impaired. The training units relate to various fields of work: medical, dietetic, building maintenance, small-engine repair, and graphic art.

Gifford (1975) has developed a career awareness curriculum guide for the deaf and hearing impaired. The prekindergarten through primary level guide (100 pages) consists of teacher objectives matched with lists of resources and career-related instructional activities. It provides both a self-awareness and attitude development program and a basic exposure to the world of work.

Guides for intermediate-level instructional units (30 pages), taught independently or incorporated into a regular curriculum, provide information about the world of work, provide opportunities for the exploration of various occupations, and broaden students' awareness of their environment. Emphasis on identifying personal strengths and weaknesses aids in realistic planning. The secondary teacher's guide (60 pages) matches teacher objectives with lists of resources and learning activities.

The content is related to occupational information about 12 different job clusters. The curriculum developers were careful that their selection would be most practical for the deaf person. A guide to teaching job-seeking skills (40 pages) and a list of established post-secondary facilities offering programs for the deaf student completes the document. The lesson plans are presented in tabular fashion with teacher objectives, resource materials,and career-related instructional activities included in the format. The following occupational areas are considered: health, construction, manufacturing, transportation, public services, arts and humanities, business and office, environmental control, consumer education and homemaking, hospitality and recreation, and agribusiness and natural resources.

Lennox and Hamilton (1973) describe a curriculum for the deaf which places emphasis on experience-centered activities with great use of educational media at the nursery and elementary level. Photographs and movies are taken during the many scheduled field trips. These are later used for discussion in class. Stress is placed not only on the type of work task but on the purpose of the task as well. To enhance this, a work cart carrying items related to a particular job is brought into the classroom. For example, the cart related to carpentry would have tools, nails, wood, and project plans.

During the middle grades the emphasis is on family living and the prevocational program. With the use of role-playing, case studies, etc., the skill and knowledge needed to be a successful family member is also taught. The prevocational program is allocated 90 minutes a day; students choose from among 30 shops for a rotational experience.

A multimedia room, developed for use at the senior high level, serves as a resource room for students enrolled in vocational education. The student is taught to select materials and use teaching machines and other equipment. These materials are correlated with training going on in the vocational education class.

Speed (1973) describes the career education program at the Oregon School for the Deaf. From preschool through grade four, there is a four-level program presented to the students. Classroom activities include the use of pictures depicting parents at work in various occupations. This is augmented by parents visiting school in their work clothes, bringing tools and other articles used in connection with their vocations. Students then dress in various work clothes and act out the occupation being described. Filmstrips and chart stories are used as well as field trips. At the upper level, the students write stories about various jobs and learn to identify 24 occupations.

In grades 5-7 the students get "hands-on" experience in labs. For 4-9 weeks each year, each grade attends daily 50-minute lab periods. Students are rotated through four different occupational areas each year. Mechanical drawing and art are offered 9 weeks each year for all students. Students learn the use of the T square, compass and protractor. They also learn to make scale posters and screen prints. Vocabulary and math in the academic class are correlated with the lab experience.

In the 8th grade, vocational exploration is provided the first 9 weeks each year; during that time the student observes 9 different occupations on the school campus. Generally, the student is assigned to work with an employee for 1 week and is then rotated to a different job.

During the next nine weeks, students meet as a class and study 8 weeks of cooking and 9 weeks of sewing. The boys choose metals, woodworking, mechanical drawing, or cooking and sewing.

At the high school level, students choose a vocational education class. Personal assessment is done at the 10th grade level. Local agencies may provide vocational evaluation. During the 11th and 12th grades, the students attend class part time and are placed in employment in the community part time.

Training in Specific Vocations

The Vermont Department of Education (Halloran, Hull, Charles, & Lange, 1975) has developed a guide for teaching adolescents with special needs. This guide focuses on training in home management. Guidelines are presented for 26 curriculum units. Each unit provides information concerning concepts and skills to be acquired as well as listings of teacher activities, instructional materials, and projects intended to motivate students. Some of the units cover these topics: mental health, health care, body care, marriage and family adjustment, child care, nutrition, laundry, furniture repair, practical electricity, gardening, and home care. Visits related to the world of work include such areas as gas engine repair, metalworking, waiter and waitress training, groundskeeping, and custodial services.

The Idaho State Board of Vocational Education (1975) has published a curriculum guide for handicapped and disadvantaged students. Seeking to prepare the special needs student to succeed in regular vocational education classes, the topics covered are prevocational in nature and include the areas of living skills (self-concept, nutrition, clothing care, etc.), construction and remodeling (masonry and wood construction, home maintenance, etc.), mechanics and motors (small-engine repair, bicycle repair), home repairs (plumbing, electriticy etc.) and introduction to the world of work (getting and keeping a job, writing employment letters, etc.).

The Gloucester County Vocational-Technical School in Trenton, New Jersey (Grubb, 1976) is a center shared by a number of secondary schools. The center receives one group of students for a 3-hour block in the morning and another group in the afternoon. Students are assessed at the end of the school year, and an effort is made to mainstream them into regular vocational education classes the following year. The faculty at this center has developed six programs designed for an employment orientation program for special needs students. These programs cover basic business, laundry, hospitality, serving foods, and beauty culture. Each guide includes lesson plans and evaluation suggestions. In the basic business course, for example, topics include the world of business, use of the telephone, filing, mailroom, payroll deductions, adding machines, IBM typewriter, fluid duplicators, and cash registers.

Vinton et al. (1976) developed a curriculum for special needs students with the emphasis on leisure time occupations. Behavioral and educational objectives are listed for each phase of the program. The curriculum includes awareness, orientation, exploration, and preparation and is especially geared toward the: hearing impaired, learning disabled mentally retarded, orthopedically handicapped and other health impaired, visually impaired, and emotionally disturbed. Nonclassroom activities include counseling, work training, job placement, and follow-up.

The leisure occupations are divided into 4 subsections and 11 occupations. These include tourism and hospitality, leisure entertainment, environmentally based services (national parks), and community-based services (recreational programs). Two methods of presentation have been successful. One method, a learning center unit approach for younger and less mature students, utilizes a variety of unconventional classroom activities and materials that develop independent, self-initiated work habits. A special area is designated for individual or small group work; student involvement is emphasized. This learning area could be project oriented or organized around a theme or subject. The center can also have several functions: an inventory cluster to assess students' skills, and a place for drill work, individual interest focus, or prescriptive teaching. The second approach, a competency-based instructional approach, focuses upon specifying acceptable levels of performance essential to completion of developmentally sequence tasks.

Kessman (1977) developed a curriculum for the exploratory phase of training in food services. This particular activity block not only employs the basic content material of the food service trade but also serves as a vehicle for improving reading and writing skills. Each lesson follows a similar format. First, the lession is introduced by an illustration and a list of key words to be found in the reading selection. This reading selection is then followed by questions and a word puzzle which test the student's grasp of the material. The lessons have such titles as A New School, A New Shop, What to Wear, Clean Hands, Please, Setting the Table, What to Use, Dishes and Glassware, How to Hold, What Is Flatware, Kitchen Work, Kinds of Foods, and Large and Small Kitchen Equipment.

Michigan is well known for its major commitment to career education. Local education agencies, universities and the state Department of Education have cooperated in various ways to develop, test, and disseminate training materials. The Career Education Resource Unit of Michigan State University at Lansing serves as the major source of materials developed at Michigan State and other places as well. These materials cover areas of administration and staff development, curricula and instructional guides, and student training materials.

Developed by Michigan Department of Education, the Career Education Handbook for Implementation is particularly helpful to schools planning to expand their curriculum in career education. This publication consists of a series of booklets covering these areas: creating awareness, understanding and receptivity, organizing for career education, generating a plan for career education, program development, program evaluation and resource materials. These booklets are well written and contain practical information which can be used by public school personnel in program planning and implementation. Another useful publication developed by the Michigan Department of Education is the Career Education: Resource Guide which is divided into an instructional materials section and a professional development section. The instructional materials section is subdivided into four career development components: self-awareness and assessment, career awareness and exploration, career decision making, and career planning and placement. Within each component the materials are divided into four grade levels ranging from kindergarten to adult. The professional development section lists many readings and other materials related to career education. A resource directory describing these and other materials may be obtained by writing to the Career Education Resources Unit at Michigan State University.

The Michigan Department of Education has supported research at Central Michigan University since 1971. This research activity, known as the Vocational Education/Special Education Project, carries the acronyms of VESEP I and VESEP II. This research initially focused upon the development and implementation of common units of instruction to enable both the vocational education teacher and the special education teacher to share the responsibilities of career education for special needs students. This research led to the development of a joint special education/vocational education degree to provide preparation in both areas.

VESEP I followed a systems approach in curriculum development. The research began with a manpower study and analysis which then led to the selection of occupations and occupational clusters which could serve as the basis for instructional task module development. Based upon their survey, 10 occupational clusters were chosen to categorize various specific jobs:

1. Health Occupations
2. Food Preparation and Service
3. Agriculture/Natural Resources
4. Clothing and Textile Services
5. Office and Business Occupations
6. Distribution
7. Construction
8. Graphics and Communication Media
9. Automotive and Power Service
10. Manufacturing

Each of these 10 clusters has subclusters. For example, automotive and power service includes work in the areas of air conditioning, appliance repair, auto mechanics, autobody repair, and small-engine repair. A teaching unit has been developed for each of these subclusters. The teacher's guide for each unit is provided on a task sheet. This task sheet lists essential knowledge and skill required, suggested instructional methods, instructional materials, vocabulary or language required, quantitative concepts involved, and suggestions for making the instruction more effective.

VESEP II Project was an extension of VESEP I. VESEP I identified the vocational support instruction neccessary once the special education student was enrolled in the vocational training program. VESEP II provides methods for surveying a student's occupational interests and prevocational skills, and methods for teaching these skills so that students can have a successful vocational placement. VESEP II products include training materials which enable teachers to utilize the program with the handicapped. Students' interests are identified through the use of a series of picture cards and a scramble board which permit students to select occupations of greatest interest. The second part of the program focuses upon training in 106 social, physical, and intellectual prevocational skills which are important for job and community adjustment. These include such skills as job safety, making change, and completing task assignments.

Mori (1978) provided a bibliography of prevocational and vocationally oriented materials for use by the educable mentally handicapped students. These include the areas of consumer education, family finances, arithmetic skills for daily living, health, driver education, sex and family life, understanding ourselves, clothing, cooking, world of work, job seeking and job holding, and materials for developing personal-social skills.

The Council for Exceptional Children (CEC) provides a variety of publications and other forms of assistance to individuals interested in career education. Their publications include Donn Brolin's Life Centered Career Education--A Competency Based Approach (1978) and Trainer's Guide to Life Centered Career Education by Brolin et al., 1979. A new publication is the Expanding Work Options for Exceptional Students: A Facilitator's Kit developed by Johnson, Lamkin and Ward, 1979. Oriented toward teachers, this in-service material is designed to encourage and support the career development of exceptional students in K-12 settings. CEC also offers 2-day institutes which provide intensive training in various areas including career education. A new Career Development division of CEC was formed in 1977. This division publishes a newsletter and provides training sessions at annual and state meetings.

There are several centers which have been funded specifically to conduct research and develop and disseminate materials in the area of vocational education of the handicapped. One of these is the Center for Studies in Vocational and Technical Education, University of Wisconsin-Madison. Another is the National Center for Research in Vocational Education at Ohio State University in Columbus. Both of these centers have regularly updated bibliographies on career and vocational education for the handicapped (Tindall, Gugarty, & Dougherty, 1977).

Morgan and Shook (1973) developed a manual for the implementation and administration of career education programs. These topics are covered in the manual: including the community in career education, professional development, placement and follow-up, career guidance, postsecondary career education, high school curriculum guide, middle school curriculum guide, and elementary school career guide.

Drier (1973) has published a book on career development resources. A guide to audio-visual and printed materials for grades K-12, the book covers films, filmstrips and slides, audio tapes and records, printed materials, and kits and games. The areas covered for various grade levels are divided into these categories: self, work world, and planning and preparation.

Schoepke, reporting on the Lifelong Career Development Project (July, 1979), concluded that the seven disability groups surveyed did not currently possess all of the career development skills required for successful community living. Persons with multiple handicaps or persons with mental retardation were reported to have less ability to perform the competencies than other groups. Those areas in which individuals demonstrated most deficiency were predominantly in the domain of daily living skills. Few differences in ability to perform the competencies were found to be related to age or sex. Only one-third of the individuals surveyed were employed. Those groups with multiple handicaps or more severe handicaps had a higher incidence of unemployment. Sixty-four percent of all surveyed persons with disabilities wished to receive further training. Both the disabled and their relatives perceived the "attitudes of others" as a barrier to goal achievement. The results of this study, as well as others, clearly indicate that there remains a long way to go in properly educating the handicapped to cope with vocational and social demands as adults.

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Chapter 15

VOCATIONAL EVALUATION OF THE HANDICAPPED

Definitions and Purpose

Vocational Evaluation is a process designed to assess and predict work behavior and vocational potential, primarily through the application of practical, reality-based assessment techniques and procedures (Illinois Special Education Instructional Materials Laboratory, 1975). Vocational potential is a total concept which includes many factors and characteristics (Pruitt, 1977):

1. Specific and general skills and abilities
2. Aptitudes and interests
3. Personality and temperament
4. Values and attitudes
5. Motivation and needs
6. Physical capacity and work tolerance
7. Educability and trainability
8. Social skills
9. Work habits
10. Adjustment to work and employability
11. Placement potential
12. Rehabilitation/habilitation potential

The traditional counseling and guidance system relied heavily upon paper and pencil tests, upon the interpretation of these tests, and upon information and counseling regarding various alternatives in occupational choices (Menz, 1978b; Pruitt, 1977). This traditional system has been useful for intelligent,well-motivated individuals who did not have serious mental or physical handicaps. Many handicapped, on the other hand, are low achievers, with cultural factors which influence attitudes and values about work, negative work experiences, and severe handicaps which prevent participation in normal life activities (Pruitt, 1976).

Successful vocational rehabilitation depends upon individualization of services. The rehabilitation delivery system includes intake, assessment, services, and outcomes. Ordinarily, a handicapped person's eligibility for rehabilitation services can be determined during intake (based upon specific criteria). However, there are situations where vocational evaluation is necessary to determine eligibility (Maki, McCracken, Pope, Scofield, 1977). Used in this fashion, we think of "appraisal" as better defining the problem so that the counselor knows the seriousness of what he is expected to be dealing with and understands the client's needs, resources, and prospects for improvement (Williamson, 1950). Some have objected to the counselor's participation in the appraisal process, arguing that it interferes with the client/counselor relationship and inhibits personal growth on the part of the client (Super & Crites, 1962).

According to Dunn and Korn (1973), a comprehensive vocational evaluation has several goals for both the evaluator and clients:

1. Awareness of vocational interests
2. Awareness of vocational qualifications
3. Awareness of vocational goals
4. Awareness of services required
5. Awareness of vocational potential

If clients are to develop this knowledge and insight, they should be informed about the evaluation process and should participate in decisions about the purposes of the evaluation and in decisions concerning the activities and content of the evaluation procedures. Information will be obtained which will answer three questions: What are the clients' assets and limitations? What are the barriers to their vocational adjustment? What strategies can be devised for promoting vocational development? (Maki et al., 1977)

Various Approaches to Evaluation

Most vocational evaluations involve the collection of a considerable amount of information about the history of the client as well as various assessments regarding current functioning. Information may be obtained from the client and others who have served the client such as public schools, clinics, parents, and siblings. This information seeks to determine the client's family history, rate of development, school achievement, work history, interests, habits, hobbies, relationships with peers and authority figures, and goals and aspirations. Results of previous evaluations and medical findings are also obtained.

If a recent medical examination is not available but there appears to be a physical problem, a medical examination is requested. This examination has four main purposes (McGowen & Porter, 1967):

1. To determine the presence of a mental or physical impairment
2. To determine the client's current health status
3. To determine to what extent an impairment can be improved or corrected through restoration (appliances, surgery, or treatment)
4. To provide a basis for selection of employment objectives in keeping with the client's capacities

A comprehensive vocational evaluation includes various psychological tests. These are usually administered in the evaluation center or provided under contract by a clinic or agency. These tests usually include measurements of intelligence, behavioral personality characteristics, academic achievement, and aptitudes and interests.

Although family and personal history, medical examinations, and psychological tests are considered an important part of the comprehensive vocational evaluation, these factors are not deemed the major focus of such an evaluation. The unique contribution of vocational evaluation is in the realm of situational assessment, use of work samples, and/or use of on-the-job tryouts. Situational assessment is a systematic procedure for observing, recording, and interpreting work behavior (Pruitt, 1977). It may take a more overall look at functioning, or it may focus only on a select number and type of work behaviors to answer specific questions. Ordinarily, such assessment is not used to test the ability of a client to perform a specific vocation, but rather to look at adjustment to work, work habits, and attitudes. There is considerable confusion in the literature regarding the difference between work adjustment and situational assessment. Although the client may be engaging in the same work activity under both conditions, work adjustment is primarily considered to be therapy or work training, whereas situational assessment is chiefly for the purpose of evaluation. A number of client characteristics are noted during situational assessment: personal appearance, emotional stability and control, self-confidence, general disposition, ability to express oneself, leadership qualities, group relationships, ability to work with others, staff relationships, acceptance of supervisor, ability to understand instructions, ability to carry through work assignments, physical condition, learning speech, attitude toward work, attendance and punctuality, rate of manual production, work quality, limitations, and resourcefulness (Jahncke, 1972).

Pruitt (1977) suggests that there are five assumptions underlying the situational assessment approach:

1. All behavior is purposeful and may be viewed as adaptive or maladaptive
2. Behavior is meaningful relative to the skill of the observer
3. Behavior is determined both by the person and the situation
4. Behavior must be interpreted systematically and consistently
5. Interpretation of behavior is valued to the extent that the evaluator is able to compensate for his own biases

Another form of evaluation is the work sample. A work sample is a close simulation of an actual industrial task, business operation, or component of an occupational area (Study Group, Tenth Institute on Rehabilitation Services, 1972). It may be a "home constructed" work sample or a commercial work sample which is standardized, thus providing norms with which to compare the client's performance. A well-developed and carefully described work sample should do the following (Illinois Special Education Instructional Materials Laboratory, 1975):

1. List competencies that work sample is to assess
2. Specify tasks to be prepared
3. Give administration and scoring procedures
4. List all related jobs
5. List all partially related jobs
6. Include validity and reliability data

In their most general sense, work samples are performance tests that resemble real work (Rosen, 1978). Measurements of performance are in terms of errors and/or time required for completion of the task. During the work, the evaluator makes observations of work habits, dexterity, etc.

A work sample can be classified in several ways. For example, is it an actual job which exists in the community, or is it a simulation of such a job? Is it representative of a general occupational area such as clerical or is it a specific job such as that of a typist? Isolated-trait work samples are determined from factor analysis to obtain only those tasks that load on a single factor (Pruitt, 1977). By choosing a number of these, a wide range of traits can be evaluated. This enables the evaluator to determine a client's relative strengths in various traits. The client's profile can then be matched with those traits required on various jobs.

Botterbusch and Sax (1977) offer several suggestions to the evaluator regarding the selection of a commercial vocational evaluation system. At the outset, one should carefully decide upon the purpose of the evaluation: Is it to provide occupational information or a "hands-on" work experience? Would an evaluation system other than a commercial work sample be more appropriate? Is the system under consideration designed for the handicap presented by the client?

The final modality used for vocational evaluation is on-the-job tryout. This differs from a regular job placement in the sense that it is considered temporary, employed primarily for the purpose of evaluating the client's work performance rather than for training purposes or for income. The evaluator seeks the participation of several employers who are willing to make a variety of jobs available for evaluation purposes. Ideally, these job opportunities should represent a wide range of settings, tasks, and complexities.

Bitter (1967) feels that formal testing has not been particularly helpful in evaluating the handicapped, particularly the mentally retarded. Work samples have been useful but on-site evaluation is most helpful for several reasons:

1. The experience is real and concrete. Counseling, testing, interviewing, and simulated work are all secondhand
2. It provides a functional appraisal by both the counselor and the employer of behavioral dynamics on the job
3. By using a variety of job sites, the evaluator and client can experience an immediate perception of what they do or do not like about the job
3. There is immediate feedback as to the client's capabilities and limitations

Most of the jobs Bitter uses are in the helper category such as clerical assistant or hospital aide. However, he has had some success with factory assembly line work. Clients are usually placed on this experience with the next job tryout. Rosenberg (1976) predicts a greater use of on-the-job tryouts because they offer direct assessment of work skills as well as support and encouragement to the handicapped. Obviously, a disadvantage of on-the-job tryouts is that those jobs which require previous training or education would not ordinarily be available to an individual.

In addition to determining eligibility for rehabilitation services, a comprehensive vocational evaluation can be of great assistance in developing the individual written rehabilitation plan. Required by the 1973 Vocational Rehabilitation Act, this plan is similar to the individual education plan required by the Education For All Handicapped Children Act of 1975 (Malever and McKay, 1978). The evaluation can provide a basis for all future services (work adjustment training, skill training, education, prosthetics, medical or psychological treatment, etc.) and support services (maintenance, housing, transportation, etc.). Hence, it assists in decision making and in future planning (Menz, 1978a). As pointed out earlier, if the client is involved in making decisions about the purpose of the evaluation and the content of the evaluation, it can motivate him to develop vocationally.

Psychological Tests

Psychological tests represent the earliest approach to vocational evaluation. Psychologists became interested in individual differences in the late 1800s; this led to the development of tests to measure these differences in the early 1900s. The original focus related to studies of the senses and the ability to discriminate between stimuli which were quite similar. After the turn of the century, interest in being able to predict learning ability led to the development of intelligence tests.

Appropriate psychometric testing can provide clients with information about themselves (Foster, Szoke, Kapisovsky, & Kringer, 1977). This is particularly true for the physically handicapped who may be relatively unaware of the factors that are required for effective funtioning in school or on the job. No attempt will be made here to provide a comprehensive overview of the various psychological tests, available commercially, which offer useful information about the vocational potential for the handicapped. However, a few tests of various types will be described for those readers who might be unfamiliar with this area.

Psychological testing has come under fire within recent years due to common misuses of the tests, and biases built into most tests. With the civil rights movement, educational agencies, employment agencies, and industry became aware of the ways in which tests, particularly intelligence tests, discriminate against minorities. The content of such tests tends to reflect the cultural background and kinds of experiences which are common to "middle class" America. Children from low income families have not experienced, to the same degree as children from middle income families, those activities which emphasize language, books, and the use of paper and pencil to symbolically describe their world. Middle income children have also had more frequent opportunity to be tested and to learn "test-taking skills" which involve concentration, speed, keeping one's place on the page, etc. Hence, paper and pen intelligence tests have received more criticism than other forms of testing because such testing does require the kind of skills which may be more reflective of learning than any measure of basic ability.

The individually administered intelligence test is generally considered to be a better measure of intelligence than the paper and pencil test, usually administered to several people at the same time. The revised Wechsler Intelligence Scale for Children (ages 6-16) or the Wechsler Adult Intelligence Scale (Psychological Corporation) are probably the most widely accepted tests for the assessment of intelligence. (Sources for tests and work samples cited in this discussion are listed at the end of the chapter.)

By administering the test to a single client, the evaluator can overcome many of the problems of paper and pencil tests. He can put the client at ease and note whether the client is attentive and motivated. The test allows for a performance scale, a verbal scale, as well as full-scale IQ. This, along with the client's performance on each of the 10 or 12 subscales, provides information about strengths and weaknesses in different areas, and may also provide a clue as to the impact of cultural deprivation or deprivation due to a severe handicap.

Achievement tests are utilized to measure academic progress. The score is usually expressed in terms of grade levels appropriate to elementary-age children. However, with high school students and adults who are low achievers, these tests are frequently inappropriate. An evaluator would have to select a test which was standardized on much younger children and did not have the interest level for older individuals. Two tests which have been particularly useful with teen-aged and young adult handicapped are the Adult Basic Learning Examination (ABLE, Harcourt, Brace and Jovanovich) and the Peabody Individual Achievement Test (PIAT, American Guidance Service). The ABLE is designed to measure educational achievement in adults. There are three separate forms of this test which measure varying achievement levels through the 12th grade. Though not suitable for the blind or deaf, it can be used with the mentally retarded (Botterbusch, 1973b). The material is adult oriented, therefore more acceptable to them (Clark, 1977). Individually administered in 30-40 minutes, the PIAT provides for wide-range screening of achievement in math, reading, spelling, and general information.

There has been a renewed surge in the development of interest tests in the past few years. One of the oldest and best known is the Kuder Preference Record. A 1956 version of the Kuder Occupational Interest Survey was designed for use with high school and college males and females (Science Research Associates). It represented a scale which was considerably easier to score than earlier versions. Several studies have indicated that the Kuder can be faked, at least by some individuals,and particularly for some occupations. Super and Crites (1962), in reviewing the research on this instrument, conclude that its predictive validity is better for the more sharply defined occupations such as insurance sales and social work but is poorer on more general occupations such as secretarial work and fire fighting.

The other well-known interest test is the Strong Vocational Interest Test which has now been revised as the Strong-Campbell Interest Inventory (Psychological Corporation, 1974). Unlike earlier editions, the male and female versions have been merged; every effort has been made to reduce or remove sex bias both in item content and occupation labels. Unfortunately, both the Strong and Kuder require a relatively high reading level and would not be suitable for many handicapped.

Several of the newer interest tests have sought to use line drawings as a way of making the test easier to understand and more appealing. The Wide Range Interest-Opinion Test (WRIOT, Jastak Associates) can be used with the mentally retarded and the culturally disadvantaged since it does not require reading. The Minnesota Vocational Interest Inventory (MVII, Psychological Corporation) was developed in 1965.

As the reading level has been estimated at sixth grade (Botterbusch, 1973b), this test is intended for those persons contemplating entering occupations which do not require college.

"Aptitude test" is a general term which has been used to describe tests which measure unitary traits such as finger dexterity as well as mixed performance tests which could be labeled work samples. The term is generally used to indicate the degree to which a client has the characteristics which are important in a particular vocation.

The Minnesota Rate of Manipulation Tests (Psychological Corporation) were first developed in 1931 and were revised in 1946, 1957, and 1969. Though designed and standardized for use with adults, the tests have been widely used with adolescents; however, in 1944, Tuckerman found a great difference between adolescent and adult scores, with adults scoring significantly higher. In 1947, Seashore found that college students scored significantly higher than the normative adult population. On the other hand, Super and Crites (1962) found a negligible correlation between scores on this test and intelligence; they believe the test to be useful in predicting success on semi-skilled occupations requiring gross arm-and-hand movements.

Another example of isolated-trait aptitude is the Pennsylvania Bi-manual Worksample which was originally published in 1943 and underwent revisions in 1945 and 1969 (Psychological Corporation). This test involves the assembly and disassembly of 100 small bolts and nuts. It does have the advantage of providing a practice with 20 before scoring on the remaining 80. Norms are established for ages 16 through 39.

The General Aptitude Test Battery (GATB, U.S. Employment Service) is perhaps the best example of a standard battery which seeks to make predictions of success on specific occupations. A multi-trait test which loads on several factors, it attempts to measure factors which underlie the most valid aptitude tests and to develop occupational norms and validity data for these factors. Some 12 tests load on 9 different factors. Some 500 occupations have been grouped in a total of 23 occupational patterns (Super & Crites, 1962). The test includes pretesting orientation which includes a guided discussion using cartoons to explain concepts (such as the difference between an aptitude test and a school test, or tests as a sample of behavior) plus information on test-taking strategies (Botterbusch, 1973b).

The apparatus tests consist of a manual dexterity box or pegboard, a small board for finger dexterity, and a board for assembly and disassembly. The paper and pencil tests consist of three booklets which test tool matching, recognition of similarities or differences, name comparison, three-dimensional space, paper folding, and form matching.

The test was developed for use with older adolescents and adults who are in need of vocational counseling and seeking employment. Although the norms were based on adults, it has been generally found that there is not a significant change after age 16 or grade 11. Roberts (1976) points out that handicapped clients seldom score high enough on the GATB to meet the required "patterns" on the test. It is questionable whether individuals with a reading level below eighth grade can meet the reading demands; the speed factor and lack of assessment in areas of mechanical comprehension and reasoning, plus the consistent reliance upon multiple cut-off scores pose further problems.

Another tool which has proven helpful in evaluating handicapped behavior in a work setting is the checklist or rating scale. Many agencies have developed rating scales to fit their particular clients and to measure the extent to which clients reach goals set for them. In some cases, reliability studies and predictive validity studies have evaluated these instruments. However, this seems to be the exception rather than the rule.

One instrument which has been widely used with the mentally retarded is the San Francisco Vocational Competency Scale, published in 1968 and available from the Psychological Corporation. It consists of 30 items which seek to measure the client's motor skills, cognition, dependability-responsibility, and social-emotional behavior. It has been standardized on mentally retarded, ages 18 and up, working in sheltered workshops. A number of studies, reported in the literature, have found that this scale has utility in predicting production rates and social adjustment in various work settings.

A recent modification in such rating scales has been the use of criterion-referenced tests. The instruments define the specific behavioral competencies required to pass some particular item, (for example, client's ability to screw 50 nuts into 3/8 x 4 inch bolts in five minutes). This type of specificity substantially increases the reliability of scoring by different judges. An example of this type of scale is the Vocational Behavior Checklist (Walis, Zane, and Werner, 1978). This scale seeks to measure 339 skills commonly required on all jobs. These include prevocational skills (verbal and matching, household appliances, etc.), job-seeking skills, interviewing skills, work performance skills, on-the-job social skills, and financial planning and money management skills.

Rosen, Clark, and Kivitz (1977) indicate that most scales developed by individual facilities do seem to have utility for those settings and for the population of clients they serve. When used by other facilities, their reliabilities tend to be low. The authors suggest that the value of these scales would be improved if they used criterion-referenced scores rather than a normative scale.

There are obvious advantages in utilizing psychological tests as a part of the vocational evaluation. As compared with work samples and situational assessment, they are quite inexpensive (Botterbusch, 1973b). They are also efficient because they can be administered in a brief period of time. Most of these tests have norms; one can compare a particular client with others. Another advantage might be that because so many agencies do have some type of employment test, they would offer profitable learning experiences for the handicapped person. Unfortunately, most tests have not been standardized on the severely handicapped; these individuals typically fall below the norms, making an interpretation of their scores difficult. As Halpern (1979) points out, most professionals fail to link the purposes of evaluation with the purposes of instruction. Some view the purpose of assessment as administrative, i.e., to justify eligibility and placement decisions rather than to focus importance on a person's ability to learn and to adapt. Most would agree that psychological tests probably are more helpful in making administrative and program decisions than in making individual decisions regarding future vocational success.

Work Samples

As mentioned earlier, work samples can be developed within each evaluation center to serve the needs of that particular population of handicapped and of a particular community. The major advantage of these "home made" work samples is that they uniquely fit the needs of a particular setting. However, they are fairly expensive to develop in terms of staff time required. Dunn (1973) suggests they could be two to four times more expensive. Also, their value is questionable unless someone on the staff conducts studies regarding their reliability and validity in predicting vocational success.

There is an advantage to evaluators from other facilities knowing about work samples which have been developed. Many of the jobs which they sample represent similar jobs in other communities. Also, the efforts in developing, testing, and collecting data in one setting could serve as a base for further developments in other settings. The Materials Development Center at the Stout Vocational Rehabilitation Institute, at the University of Wisconsin-Stout in Menomonie, has begun to collect work samples from around the country and make them available to evaluation facilities. Their 1976 publication describes 43 work samples (Work Sample Manual Clearinghouse Catalogue, 1976) which can be made available on a free loan basis to agencies serving state rehabilitation clients and for a nominal charge to others. These work samples are categorized as professional, technical and managerial, clerical and sales, farming, fishing, forestry, bench work occupations, structural work occupations, and miscellaneous.

There are seven nationally recognized commercial work sample systems which offer multi-aptitude test batteries generally applicable to several different handicaps. These work samples are well described and compared in three publications, Pruitt (1977), Morley (1973), and Botterbusch, (1973a):

1. McCarron-Dial Work Evaluation System
2. Philadelphia Jewish Employment and Vocational Service Work Sample System
3. Singer/Graflex Vocational Evaluation System
4. Talent Assessment Programs
5. TOWER System
6. Valpar Component Work Sample Series
7. Wide Range Employment Sample Test

In order to give the reader some idea of the nature of these systems, three of the better known systems will be described. Growing out of work at the Institute for Crippled and Disabled during the 1930s, the TOWER (Testing Orientation and Work Evaluation in Rehabilitation) was the first standardized and normed work sample battery. Designed to serve the physically and emotionally handicapped, it includes some 100 work samples grouped into 14 major occupational areas. The qualitative and quantative standards are based upon the performance of nonhandicapped workers. Approximately three weeks is needed to complete the TOWER evaluation. In 1976, the cost was approximately $5,000 for the materials, which did not include the cost of a three-week required training course for evaluators.

The TOWER has a limited range of related jobs which are not highly correlated to the Dictionary of Occupational Titles. Emphasis is placed on the quality of the finished product rather than speed. Few work-performance factors are specified and work behaviors are not specifically defined. The high level of the written instructions and the complexity of the task make it unsuitable for most retarded: Global ratings are the primary evaluation result. The lack of adequate norms is another weakness. The recommended report is oriented toward the vocational rehabilitation counselor.

The Singer/Graflex System consists of 20 work samples which cover such areas as bench assembly, drafting, electrical wiring, refrigeration, cooking, cosmetology and photo-lab techniques. The order and number of samples used with a client are determined by the evaluator; an estimated three weeks would be required for all work samples. The work samples are set up in individual carrels using an audio-cassette tape and film format. Each work sample has certain factors which should be observed by the evaluator (a five-point rating scale, which is general in nature and does not include separate ratings of specific work behaviors, is used for each work sample). Botterbusch estimated the cost in 1976 to be $23,000 for all 20 work samples. This does not include a two-week training course which is available.

The Singer test has high motivational appeal for the client. It is not designed to be used as the sole evaluation instrument, but should be accompanied by psychological tests, interviews, and other work sample materials. Oriented to self-study, and not time, the system is most helpful when used by a sophisticated evaluator who spends time with the client during the test. There are limits to the number of stations an evaulator can supervise. The instructions are clear and concrete, making the system suitable for most mildly retarded. The multi-sensory approach makes it suitable for the learning disabled. A major disadvantage is the expense which makes the system economical only for a center with a reasonably large number of clients (Illinois Special Education Instructional Materials Institute, 1975). The career exploration and occupational information functions are the strong points of the system. However, many procedures are not clarified, and the system is not integrated into a functional whole (Botterbusch, 1976a).

Hodgson (1978) studied the use of the Community Life Skills Training Program which was developed in 1975 by Singer Career Systems. It can be used with the Singer/Graflex to stimulate students to seek information about community resources and to review processes necessary for independent living. Hodgson felt that the students, ages 17-21, showed a significant gain in scores before and after the training and also felt the program was useful in increasing student involvement.

The Philadelphia Jewish Employment and Vocational Service Work Sample System (JEVS), originally designed for the disadvantaged, is now being adapted for the disabled. Based on the Worker Trait Group Organization of Volume II of the Dictionary of Occupational Titles (DOT), the system contains some 28 work samples arranged in ten worker-trait groups. These include such areas as handling (nut, bolt, and washer assembly), sorting, classifying and filing, and drafting. The work sample administration resembles a formal testing situation; contact with the evaluator is minimal. One to two weeks' time is required to complete the system. The samples are arranged according to difficulty; clients can begin at any level. The client uses a clock to time each task, which is then scored on a three-point scale. Also, there are quality norms which use a three-point scale to score for errors. Twenty-five work factors are specified and carefully defined. The approximate cost for the system is $6,000 which includes the cost of tuition for the two-week training course for one evaluator, but not that person's travel expense. Nor does the cost include travel expenses for two site visits by a JEVS staff person to the local evaluation center.

There is limited opportunity for vocational exploration because the work samples tend to be abstract. Because the system is so highly related to the DOT, it is geared for both training and job placement. The sample was normed on 322 clients, mainly young blacks, and so industrial norms are available. Reliability and validity data are limited. The major criticism of the system pertains to the abstract nature of many of the work samples and the limited information given to the client to assist in making decisions regarding career choice. It does permit the separation of acquisition from production, a factor important to the mentally retarded. Revel and Wehman (1978) suggest that reinforcement techniques can be used during the acquisition phase.

Field, Sink, and Cook (1978) utilized the JEVS with 148 state hospital clients who represented four different disability groups. They found that performance on the work samples was correlated with IQ but was unrelated to age or disability group.

There is some evidence that the reliability and validity of work evaluations increase as the length of the evaluation is increased. For example, Menz (1978b) provided a two-week, sixty-hour evaluation of "reluctant learners," individuals with high absenteeism, low achievement, and behavior problems. He felt the experience created positive attitudes in their beginning to appraise their own abilities. However, they did not seem able to use occupational information and select goals based on the information provided from the evaluation. This was in contrast to a longer evaluation which Menz had conducted earlier with a group of juvenile offenders.

Dunn (1977) found that the reliability and validity of scores increased as the duration of the evaluation increased. The correlation between the ratings on clients from the first day to the final day averaged .29. The correlation steadily increased with the highest correlations between day 14 and day 15 at .75.

Although the use of work samples in vocational evaluation is time-consuming and expensive, Dunn (1973) feels that it is justified:

1. By observing the client in work activity, the evaluator gains information that cannot be obtained by psychological tests or through an interview
2. By using a wide range of samples, students can be exposed to comparable experiences not available in on-the-job tryouts or through testing
3. By selecting from a range of work samples, the client learns the impact of his own decisions
4. Be receiving feedback, the client learns self-evalution

In spite of their advantages, Clark (1977) points out some concerns which should be kept in mind. First of all, work samples do not represent the criteria for determining work success. Hence, they are predictive instruments which should be validated. Expensive and time-consuming, they require constant updating and revision. Equipment is too often either make-shift or obsolete. The objectivity and quality of the evaluator's observations depends upon that person's training and freedom from bias. The primary emphasis is given to quantity and quality of work performance and not to interpersonal relationships with fellow workers and evaluators, though such relationships may be important to holding a job. Finally, evaluation is typically a one-time affair and does not control for prior experiences and learning.

Vocational Evaluation of Students with Severe Handicaps

One of the difficulties with tests and vocational evaluation systems is that most were standardized on samples of adults representing specific occupational groups. If teen-aged students were included in the normative sample, they were generally the mildly handicapped. Hence it has been difficult to find suitable tests for use with various disabilities, and difficult to interpret the results of evaluations utilizing tests normed on the average person. Fortunately, we are finding more attention being given to this need. Several tests have been developed or modified to be appropriate to this population.

Brolin (1973) points out that most mentally retarded score poorly on standardized tests and work samples. However, research has demonstrated that the learning of the retarded is not consistently inferior to that of normals. Although they may do very poorly in a new learning situation, with time and training, they do show great improvement. He suggests a systems approach to evaluation and job selection. An initial assessment of abilities which utilizes all of the avenues to vocational evaluation is helpful. The second step would be to determine the ability requirements of several possible jobs using the DOT and a task analysis of these available jobs. The third step would be to determine the needs of the retarded client through the use of interest inventories, interviews, and past history. Finally, a reinforcement approach is useful so that the client can be motivated to learn and perform the job through such activities as visiting the job site, meeting his co-workers and boss, and observing the work activity firsthand.

Schreiner (1978) administered the Wechsler Adult Intelligence Test, the Wide Range Achievement Test, the Purdue Pegboard, and the Crawford Small Parts Dexterity Test to a group of retarded adults and correlated these tests. He found a general ability factor which could be divided into three components: cognitive, visual-motor, and work sample/sorting abilities. He did find that the full-scale IQ and performance IQ related to production rate with his subjects who ranged in IQ from 20-86. When Sali and Amir (1971) conducted a similar study with adults having IQs from 30-65, they found production rate to be most closely related to motor coordination and secondarily to the ability to discriminate colors and shapes.

Quinones (1978) correlated psychometric tests with ratings on the San Francisco Vocational Competency Scale and found a multiple correlation of .80. The Peabody Picture Vocabulary Test, the Peabody Individual Achievement Test, and the Crawford Small Parts Dexterity Test all correlated significantly with the San Francisco Vocational Competency Scale. The Stromberg Dexterity Test and Purdue Pegboard did not show such a relationship.

The Social and Prevocational Information Battery (SPIB, University of Oregon-Eugene. Research and Training Center) shows great promise for use with the mildly and moderately retarded. This paper and pencil test, standardized on the adolescent educable mentally retarded, includes subtests on knowledge of job-related skills, budgeting and use of money, home management, health, hygiene, and grooming and functional signs. The validity is encouraging, with correlations ranging from .60 to .70 between the SPIB and knowledge and performance tests in the same area.

Brolin (1978) has developed a Life Centered Education Curriculum based upon 22 areas important to life adjustment, areas such as caring for personal needs, buying and purchasing food, and selecting and planning occupational choices. These are further divided into 102 competencies which are behaviorally defined. His checklist enables a teacher or evaluator to determine whether a client is able to demonstrate these competencies. Though the curriculum is based upon work with educable mentally retarded adolescents, it could be used with other disability groups.

Timmerman and Doctor (1974) reviewed the literature on vocational evaluation of the trainable or severely mentally retarded. They maintain that consideration of this group for competitive or sheltered employment rather than for an activities center has been seriously hampered by the lack of evaluation tools. They conclude that reliable and valid instruments which can predict job success with the severely retarded do not currently exist. However, they do recommend as useful several systems which are on the market, systems such as the McCarron-Dial System and the comprehensive test batteries developed by the MacDonald Training Center, including the MacDonald Vocational Capacity Scale.

Recent literature is rich in studies indicating that with proper training, the severely and profoundly retarded can be productive workers (Gold, 1973; Bellamy, O'Connor, & Karen, 1979; Flexer and Martin, 1978). In an attempt to predict vocational success with this group, Bellamy and Snyder (1976) developed the Trainee Performance Sample (TPS). This scale was designed to predict the practicality of training severely retarded adults in a fairly narrow range of light industrial tasks. The emphasis is on process measurement instead of product measurement.

There are three publications which would be particularly helpful to evaluators working with the physically handicapped (Botterbusch, 1973a, 1973b; Foster et al., 1977). These publications indicate ways in which tests can be modified:

1. Use of braille or oral presentations for the blind
2. Use of total communication (voice plus signs plus finger spelling)
3. Omission of items which are above the capabilities of the motorically handicapped
4. Modification of time limits for cerebral palsied individuals
5. Modification of test equipment, such as substituting big blocks for someone unable to pick up small blocks

These publications also list tests and work samples which can be used for particular disabilities with and without modification. Caution is necessary in interpreting the results of such use of tests when the evaluator deviates from the way in which the test was standardized.

Vieceli(1975) reports on the success of selecting blind applicants for training as information service expediters. These individuals would be able to handle the telephone and other telecommunication equipment to provide explanation, information, or referral. Vieceli's procedures included an initial screening by the counselors who explained the training and potential jobs to the applicants, and selection of those who appeared to have the ability to complete the program. The assessment included the verbal subtests of the WAIS, an achievement test, and a clerical aptitude and interest test. The history was analyzed for information regarding grades in school, previous activities involving communications, mobility and orientation skills, social skills, and budget and money management. Clients were then evaluated as to physical requirements for a five-day work week, freedom from speech or hearing problems, and ability to handle a multiphone. The final evaluation was in the area of communication skills; clients were required to write braille or a legible note, possess basic math skills, meet and deal with the public, spell at an acceptable level, compose and type an acceptable letter, and maintain reference files and locate filed materials.

Flathouse (1979) believes that multidisciplinary assessment must be considered the key to the evaluation and job placement of multiply-handicapped deaf individuals. It should consist of developmentally oriented multidisciplinary observation and process clinical assessment. The practice of moving from the testing room into a variety of work settings, and using functional and adaptive behavior observation, should be followed.

Vocational Evaluation in the Public School Setting

Traditionally, vocational evaluation has been viewed as appropriate only for students in their senior year, or for graduates who need to make career decisions. In the past, the task of vocational evaluation was viewed as primarily the responsibility of the state vocational rehabilitation agency or of a private, nonprofit agency such as Goodwill rather than the responsibility of a public or private school. However, these traditional notions have been radically changed as a result of the Education for All Handicapped Children Act which gives responsibility to the public school for career education. There is also a widespread movement to pressure the public schools for more emphasis on basic academics and more emphasis on better preparation for entry-level jobs upon graduation (Krantz, 1970).

Davis and Ward (1978) recommend that the local educational agency should establish policies for providing a vocational assessment for each handicapped student. These policies should include as a minimum:

1. Procedures for determining student's readiness for vocational assessment;
2. Provision of a comprehensive assessment;
3. Arrangements for school-based assessment sites or for contracting with other agencies for vocational assessments;
4. Provision of personnel needed for assessments;

They feel that assessment centers may be provided in the comprehensive high school, area vocational center, mobile unit, or the regular school counselor's facilities.

Project SHARE (1975) concludes that career education must begin when a child enters school and must continue throughout his academic endeavors. It is essential that school personnel coordinate their efforts in carreer education with the efforts of various supportive agencies in the region which have expertise in the areas of vocational assessment and training. This multidisciplinary approach is a prerequisite for a total programming effort for handicapped students. The utilization of available resources is maximized, while duplication of effort and conflicting information are decreased. When the development of economically self-sufficient and emotionally secure individuals becomes the goal of schools and the various supportive agencies serving the handicapped, then vocational assessment and carreer education become crucial and necessary components in total programming efforts.

Rosenberg (1976) predicts that vocational evaluation will play a significant role early in the educational process. It should start in the sixth year of school or at age twelve. The concern would not be determination of a vocational objective but an indication of student interests and abilities. This would aid in the selection of appropriate career exploration materials and activities.

Foster et al. (1977) feel that these are two types of vocational assessments. One is on-going throughout the student's life; the other is a more formal evaluation conducted at a diagnostic or evaluation center. The school assesses basic knowledge, interests, and skills in academic classes. Evaluation of a student's vocational interests and aptitudes is explored in the fragment prevocational laboratory, the vocational skill course, and in the exploratory mini-courses. Evaluation of work behavior can take place in work experience stations, on-the-job observations, and intern programs.

These writers believe that the best time for the formal evaluation is during the sophomore year. Background information such as test results, medical reports, and teacher progress reports should be made available to the evaluation center. The site of evaluation could be in a private or public center, a school-based center, or in a special summer program. This last approach is frequently employed in a residential program serving rural students.

Warwick (1973) reports that vocational evaluation prior to the 12th grade can offer significant curriculum contributions. He directed a mobile evaluation unit for the public school system of Baltimore County, Maryland. Because the system has several widely separated high schools and could not put an evaluation center in each school, it designed a trailer for vocational evaluations. The trailer's location on the high school campus had the additional advantage of getting teachers and parents involved in evaluation and in the decisions that came from evaluation. Psychological tests were administered by the school psychologist prior to the arrival of the trailer. This five-day evaluation used the TOWER System which could divide the samples into four categories: clean, dirty, quiet, and noisy. The trailer was large enough to permit this.

Warwick felt the evaluation provided students with data that allowed them to view themselves realistically. Also, the evaluation was reinforcing in the sense that it enabled them to enroll in specific courses of training programs that were in keeping with their interests. For many, this was the first time they were treated as adults with responsibilities in decision making. Follow-up conferences forced the school staff to individually review each student's progress and plan for fulfilling the student's needs. Many teachers had been underestimating the handicapped student's employment potential; the conferences and reports helped raise their expectations. In addition, this program also provided an opportunity for staff development in the area of career education.

Others (Illinois Special Education Instructional Materials Laboratory, 1975) point out that the skills, traits, and attitudes rewarded in an academic classroom are not necessarily the behaviors rewarded on a job. The vocational evaluation also provides the opportunity to transfer academic skills into the work environment. Research suggests that motivating students and accommodating students of varying ability levels is easier in a work setting. Perhaps the greatest value of work evlauation for students is that it provides information, not normally available through academic classes, about students' needs (Krehbiel, 1973).

Summary and Critical Issues

Vocational evaluation was defined as a process designed to assess and predict work behavior and vocational potential, primarily through the application of practical, reality-based assessment techniques and procedures. These procedures generally include an analysis of past history and current activities, psychological tests, situational assessment of work, use of work samples, and on-the-job tryouts.

In developing an evaluation system, there are many approaches and many types of tests and work samples to choose from. Brolin (1973) suggests the following points should be kept in mind when selecting the system:

1. Does it provide an opportunity for success by the client?
2. Does it penalize the client for low academic achievement?
3. Does it penalize for low verbal skills?
4. Does it take into account limited past experience?
5. Does it provide a practice or orientation period?
6. Are testing conditions conducive to testing and does it use spaced rather than massed testing?
7. Does the system have norms for the handicapped as well as for a random sample of the population employed in that occupational area? Does it have reliability and validity studies?

The majority of professionals working with the handicapped feel that the contributions of vocational evaluation outweigh the liabilities. Several advantages are cited:

1. Greater interest and motivation for the handicapped through involvement in "hands-on" work-related materials;
2. Information to the client and staff regarding strengths and weaknesses;
3. Information to develop a plan for training, counseling, or job placement;
4. Opportunity for making better judgments regarding job training and placement

There are, however, professionals who disagree with the concept of using vocational evaluation to decide upon a handicapped person's program or future. Perhaps the best known person from this group is Marc Gold (1973) who advises "One should train and not test." He points out the low predictive validity of the instruments available and criticizes the way in which such tests further handicap the already handicapped because these people generally score poorly when compared to persons without handicaps. Hence, he puts his emphasis on developing training strategies and task-analyzing jobs which can be taught to the handicapped more easily. It might be pointed out that Gold's research has dealt with the severe and profoundly retarded and the multiply handicapped. It is probable that his data on these individuals should not be generalized to a less severely handicapped population.

In terms of the regulations accompanying the Education for All Handicapped Children Act of 1975, there is clearly a need for evaluation instruments which are fair and nondiscriminatory. This is particularly true when scores and performances are used to select clients for training programs or jobs (Cook & Dahl, 1975). Many instruments reflect society's traditional myths and misconceptions about what handicapped people can or cannot do.

More comprehensive instruments are needed to measure such areas as self-care and medical conditions, with a view toward finding jobs at which the handicapped person can succeed. As Cook and Dahl point out, there is a particular need for instruments to measure independent living and prevocational skills in order to suggest intervention strategies. They also suggest the need for program evaluation guidelines which would permit relatively unsophisticated personnel to gather appropriate information to help clients determine their program and set vocational goals.

Another critical issue, not within the scope of this discussion, is the role of workshops in the United States. Many workshops provide vocational evaluation and short-term training as well as long-term sheltered employment. The Greenleigh Associates study (1976) indicates that some 2,766 workshops, exempted from the minimum wage requirement and serving some 116,947 handicapped individuals, place an average of only 13% of their clients into competitive employment each year. It is clear that a mechanism should be developed that gives dependable long-range support to workshops but also provides an incentive for job development and job placement of clients being served by workshops.

Dunn, Korn, and Andrew (1976), in discussing critical issues in vocational evaluation, suggest several lines of research:

1. The need for a new system of expressing and assessing individual performance on work samples in order to accurately recommend services to allow pairing of the individual with jobs; production time and quality scores alone are not enough;
2. The need to determine the extent to which behaviors observed in the evaluation center carry over into the work setting;
3. The predictive use of vocational evaluation has to be supported by the same kind of evidence gathered in evaluating the validity of psychometric tests; for the most part, this validity is not now available

The absence of sharply defined instructions in vocational evaluation and the lack of validity and norms place great responsibility and importance on the role of the vocational evaluator. As Pruitt (1976) points out, no matter how sophisticated the tool, the evaluator is the most vital part of the process. Perhaps, as the standards established by the Commission on Accrediation of Rehabilitation Facilities (CARF) become better established and more definite, progress can be made in solving many of these problems.

The National Conference on the Handicapped, sponsored by the President's Committee on Employment of the Handicapped (1976), issued four recommendations related to vocational evaluation:

1. Trained personnel to administer and evaluate tests for handicapped students
2. Adequate evaluation devices
3. Follow-through on the recommendations made after vocational evaluation
4. Vocational education selection process which gives equal opportunity to the handicapped

It is clear that the field of vocational evaluation has developed and matured in the past ten years. The new legislation provided by the Vocational Rehabilitation Act of 1973, the Education for All Handicapped Children Act of 1975, and the Education Amendments of 1976 provide both a mechanism and a challenge to move forward with even greater gains in the next ten years.

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CONCLUSIONS AND RECOMMENDATIONS

Background

Cooperative programming by state education and vocational rehabilitation agencies has been actively encouraged by the Federal government for many years. Many handicapped people entering the public vocational rehabilitation program have typically been under age 20. Often referred by school systems, they maintain their enrollment in the school system while receiving services from vocational rehabilitation.

School systems now have rapidly expanding responsibilities for serving handicapped persons under the Education For All Handicapped Act, the Vocational Education Amendments, Section 504 of the Rehabilitation Act of 1973, and various pieces of state legislation. At the same time, the Rehabilitation Act of 1973 requires that state rehabilitation agencies make optimal use of "similar benefits" which are available under other programs. In addition, previous studies by the U.S. Government Accounting Office indicated that some states have misused federal rehabilitation monies through the use of third-party agreements. This practice has led to severe restrictions being placed on third-party agreements which had, in the past, fostered close working relationships between local school systems and state rehabilitation agencies. These two factors, the use of similar benefits and the illegality of third-party agreements, have created considerable strain on cooperative school-rehabilitation programs.

The U.S. Department of Education and the Rehabilitation Services Administration recognize their common responsibilities in providing human services for handicapped persons. These agencies want assurance that handicapped persons receive all appropriate services for which they are eligible under federal legislation. They also want to make certain that all agencies administering these laws understand that eligibility under one law should not, in and of itself, result in a denial of complementary services under another law. Finally, they also want to make certain that the federal agencies involved are fully committed to aiding those states and local agencies engaged in coordinated service delivery for handicapped persons (Joint Memorandum issued by the Commissioner of Education and the Commissioner of Rehabilitation Services on October 17, 1977).

A joint Task Force, which included representatives from the Bureau of Education for the Handicapped, the Rehabilitation Services Administration, and several state directors of special education, vocational education, and vocational rehabilitation, met during 1977-78 to determine ways to foster better communication and cooperation. The Task Force recommended the present Project because the members believed that exemplary programs could serve as stimulus to other communities. These exemplary programs, identified at the local level, were to be programs which exhibited good cooperation and operated within the law and applicable regulations.

An advisory committee was selected from federal and state officials responsible for administering special education, vocational education, and vocational rehabilitation programs. (See Appendix D for listing of advisory committee members and consultants on site visits.) This committee assisted the Project staff in the development of a study plan and in the final selection of exemplary programs. Each state director of vocational education, special education, and vocational rehabilitation was sent a letter which briefly described the purpose of the study; the directors were then asked to nominate up to three high quality programs which also demonstrated good cooperation among the three component parts (vocational education, special education, and vocational rehabilitation). In order to make sure that good programs were not overlooked, an additional 151 potential programs were gleaned from recent publications listing exemplary programs and from information supplied by HEW officials and other professionals deemed knowledgeable in the field. These two sources resulted in 287 potential participants in the study. In order to have a basis for selecting 10 programs for in-depth study, a program description form was sent to the appropriate department heads; those who desired to participate were asked to complete and return the form. A total of 95 program description forms were received. Most of these 95 came from the group nominated by state directors rather than from the 151 names gleaned from other sources.

The project staff reduced this number to 22 by eliminating those which did not seem to have serious involvement of all three components or did not serve a variety of handicapping conditions. The advisory committee then ranked these 22 programs, keeping in mind that the Project sought a mix of rural and urban programs, and representation from various geographical areas of the country.

Changing Concepts of Vocational Education

There have been many criticisms of modern education. Students leave our public schools deficient in the basic academic skills required for adaptability in today's rapidly changing society. Too many students fail to see meaningful relationships between what they are asked to learn in school and what they expect to do later. Though a growing number of women enter the work force demanding equal opportunity for employment, schools have changed neither their attitudes nor their course opportunities; thus, they fail to reflect this change. Parents, business, and industry do not have an opportunity to participate in planning curricula and in providing assistance in the educational process (Hoyt, 1975).

A concept which seeks to overcome these criticisms, as well as others, is career education. Brolin and Kokaska (1979) are leading proponents of career education. To them, career education should include the many roles and positions encountered during a lifetime. The term should be distinguished from vocational education by its emphasis on the important knowledges, skills, and attitudes which students need for the varied roles and settings comprising their lives. Hence, career education focuses on unpaid work (volunteerism and homemaking) as well as paid work. The authors define career education as "the process of systematically coordinating all school, family and community components together to facilitate each individual's potential for economic, social, and personal fulfillment." Effective career education must be infused into the curriculum from kindergarten through the twelfth grade and beyond.

The Lifelong Career Development Needs Assessment Study at the University of Missouri (Schoepke, 1979) evaluated the educational needs of seven handicapped groups. Individuals reported a deficiency in the domain of daily living skills: Individuals with multiple handicaps, orthopedic handicaps, cerebral palsy, or mental retardation are generally less able to perform these competencies. Few differences in ability to perform the competencies were found to be related to age or sex. Approximately one-third of the disabled persons surveyed were currently employed. Those groups which reported less ability than others on the competencies also tended to be those groups with a higher proportion of unemployed. Sixty-four percent of all surveyed persons with disabilities would like to receive further training. This is particularly true of those groups with high unemployment rates. While vocational training may be a primary goal for these individuals, daily living skills may be equally important to holding a job. Schoepke feels that the lifelong career model could best meet the needs of the handicapped by being infused into the school curriculum and by being incorporated into community colleges and other continuing education opportunities.

Some educators believe that students should not leave their formal educational experience with an entry-level job skill. They argue that learning subject matter content does not allow time for skill training; further, students are too immature to select a vocational area for training. Brolin and Kokaska (1979) stress the importance of handicapped individuals having a saleable, entry-level skill upon completion of their secondary education. They give several reasons for this. Beyond the secondary level, there are limited training facilities for handicapped persons and limited opportunities to work with specialists who can effectively meet the many needs of handicapped individuals. Acquiring such a vocational skill demonstrates to students themselves and to significant others that they have ability and can contribute to their own livelihood. The training provides handicapped students with an advantage over the nonhandicapped individuals with whom they will be competing. Also, it may reveal a potential that can be achieved after the secondary program, with additional training of a more substantial nature.

Implications of Exemplary Model Studies

Developing and Supporting an Expanded Vocationally Oriented Program

Perhaps the major finding from the exemplary models study is that any community can develop a comprehensive vocational preparation and job placement program for the handicapped. The nominated programs come from all over the United States: east, west, north, and south. They range from a population base of 13,000 in an essentially rural setting, to an urban population of 1,000,000. The school population ranged from 1,085 to 163,052, with half of the programs having 20,000 or more students.

There are more males than females served by the vocationally oriented programs. This finding concurs with a previous study of cooperative programs in Texas (Sigelman el al., 1978), which suggested a strong sex bias in the selection of students for preparation for competitive employment. Some 55% of the handicapped students served were in the mild to moderate range of mentally retarded. The learning disabled comprised the next most frequent group, representing only 13% of those served.

Most of the nominated programs take students in the 14-16 age range and continue to serve them until age 21. However, six programs serve children age six or younger. A surprising number of programs serve adults, six serving those over age 40. Most of the programs operate on a 12-month basis. However, the summer curriculum is usually quite different from the program in the regular school year.

The major unserved population is the severely handicapped. Almost one-third of the programs which completed the program description form indicated that they could not serve the severely or profoundly mentally retarded. This deficiency tended to apply to other groups as well; 26 programs indicated that they could not serve the severely/profoundly hearing impaired. Only 11% of the students served represented the severely/profoundly handicapped who are not mentally retarded, hearing impaired, or speech impaired.

The essential element which seems to be present in the 10 programs studied in depth is the presence of a dynamic leader convinced that social and vocational competence should take precedence over other education objectives. This results in a reordering of older priorities, such as reading or math achievement at the secondary level. This dynamic leader, often the local director of special education, is able to convince the school superintendent and other key administrators of the vital importance of the program.

The nominated programs varied widely in size and budget. The smallest program was supported by only $10,000 the most comprehensive was supported by $4.3 million. It is difficult to evaluate budgets as some schools include all funds spent on the total special education program rather than just the cooperative program, primarily concerned with vocational preparation. However, for programs reporting, the federal share averaged $132,353; the state share, $236,116; the local share, $127,757. Major federal programs supporting the programs included vocational rehabilitation, Title I of the Elementary and Secondary Education Act, Title XIX (of Social Security), Title XX (of Social Security), Vocational Education, CETA, and federal special education funds.

Programs were funded in various ways. Generally, the larger the school system, the larger the budget. Again, in most cases, the creative leadership ability of the special education director determined the extensiveness of the vocationally oriented program. In the smaller school systems, the 10% set-aside vocational education funds tended to be allocated directly to the special education program in order to enhance the vocational component. In the larger systems, funds were generally controlled by the vocational education department; these funds were spent for additional adapted vocational education classes or for vocational education teachers who might be assigned to work with special education classes. Generally, vocational rehabilitation funds were used to meet the needs which could not be met with school funds, such as physical restoration (surgery or prothetic devices), vocational evaluation, vocational counseling, assistance with transportation, and job placement.

When the local administrators of the 10 exemplary programs were asked, "How do you start such a program?" the consensus seemed to be, "You start where you are." Most agreed that special funds and facilities for the vocational preparation program were helpful but not essential. One special education director, for example, suggested that if there were only two teachers at the secondary level, the program could begin. The classes could be combined under one teacher for a period of time; this would permit the other teacher to go into the community to enlist the support of business and industry. For example, a local service club might contribute funds for gasoline and insurance. Even with such a modest beginning, the merits of the program could be easily sold to the school system and to the community; this would soon generate additional funds and staff.

Several of the program administrators advised the early appointment of a working committee to make recommendations concerning curriculum, areas of training, and coordination of the special program with other school and community activities. Through the soundness of their deliberations and planning efforts, this committee can help "sell" the program to the school administration.

Several staff members in exemplary programs believe that a community job survey is an essential step in early planning. Some schools use a mail survey but prefer to use teachers and volunteers to call on the managers of various business and industrial firms which might represent future on-the-job training sites and job placement sites for handicapped students. Frequently, the managers have little understanding of the potential skills of various handicapped students. Also helpful is school representatives touring facilities and completing job description forms for those jobs within the reach of the students. These forms can include information about physical requirements (such as amount of lifting, working hours, and fine-motor coordination), type of equipment used, cognitive skills required, and an outline of the individual steps or tasks required to perform the job. The support of business managers is solicited; this support can lead to placement opportunities among a high percentage of the facilities visited. Based upon the number of such jobs in the community and their availability to the handicapped, a local school system can then decide which occupational groups should be included in the initial training plan.

Effective Approaches to Vocational Preparation

One characteristic of the group of exemplary programs is their emphasis on a competency-based curriculum. Most have developed a detailed listing of all of the skills and knowledge required to perform a particular job. As students progress through the curriculum, they are required to take tests and demonstrate that they are gaining the required competencies. Some schools divide complex jobs into levels; students must demonstrate competency in a lower level before advancing. For example, students learning to become child care aides might first learn tasks somewhat related to child care, such as storing equipment, cleaning rooms, and arranging furniture. At the next level, students might learn to engage in some child care and teaching activities, but under the direct supervision and with the assistance of the trained worker. Finally, students might be given a group of children to care for independently. Those who cannot perform all of the tasks at a lower level receive additional instruction before being moved up to the next level.

Another characteristic typical of the exemplary program is the emphasis on learning by doing. Lectures and abstract discussions are kept to a minimum; instead, practical experience is stressed. If a particular vocational area requires a considerable amount of pretraining before a student can be placed on a job in the community, a simulation is established on the school campus. Several of the schools have access to the commercial kitchen and school lunch cafeteria. If one of the vocational areas is janitorial, the school purchases (or receives donations or loans from commercial firms) various pieces of cleaning equipment, so that the students can gain first-hand knowledge with the special equipment. Students then progress from site to site on the school campus gaining experience working with a variety of floor and wall finishes and working under a variety of conditions.

As soon as possible, students are placed in actual job settings within the community. Most of the exemplary programs have the philosophy, particularly with the mentally retarded, that the bottom line as to the success of the program is the employment of the handicapped. It is generally agreed that nothing substitutes for work experience in a natural setting. As much as possible, employers are encouraged to set the same performance standards for the students as for regular employees. Teachers believe students who work short hours, take long breaks, and do not maintain satisfactory production rates develop a false notion of work requirements and of their own potential.

In reference to the handling of on-the-job training, some variation exists within the programs. When the job is complex and the student severely handicapped or immature, a number of schools send a staff person along during an orientation and adjustment period before the student faces the new job setting alone. In other settings, employers agree to assign an average worker to supervise and teach the job tasks and job-related behaviors (such as taking breaks, smoking on the job, etc.) until the student is able to function independently.

Some schools develop and maintain training sites that are not used for placement purposes; these schools are concerned that placing students at these job training sites will limit openings for training additional students. Other schools feel that with a continuing and aggressive job development program, new sites can always be found; therefore, the schools do not hesitate in letting an employer hire students in training. In many situations, students are not paid while in training. This arrangement motivates employers to use untrained students to work in their facilities. Also, this approach encourages employers to hire their handicapped trainees at some later date.

Several of the exemplary programs use the actual supervisors in the business or industrial setting to evaluate student work performance. In some instances, the supervisor even assigns a grade. In keeping with this practical experience orientation, one program uses a local employment agency to interview and grade students on their interviewing-for-employ-skills.

Difficult to assess is the effectiveness of mainstream versus self-contained programming. Most of the exemplary programs studied still do not mainstream the majority of their mentally retarded into regular vocational education classes. Programs are more successful at mainstreaming the physically handicapped. When the mildly mentally retarded and learning disabled are mainstreamed into regular vocational education classes, it is typically into those courses which make fewer cognitive demands (such as horticulture, building maintenance, automotive maintenance and repair, and child care). Many vocational educators seem to operate under the assumption that there is a specific set of skills which must be learned in a particular class and that there is no room for altering curriculum or class outcomes to accomodate those students who cannot accomplish these objectives. In certain cases, of course, educators are preparing students for certification or for state examinations and therefore, are forced to take that stance. However, little effort seems to be taking place in regard to job restructuring or other approaches that might make a handicapped student employable. One program makes good use of pairing a retarded student with a low normal or slow learning student so that the more able student assists in teaching the required skills.

As mentioned earlier, most of the programs do not serve the severely handicapped students. Many blind and deaf students will attend residential schools for education and training. Several schools maintain good programs for the trainable mentally retarded, but these students generally graduate to sheltered workshops or activity centers rather than into competitive employment.

Some schools utilize their 10% set-aside vocational education funds to support vocational education teachers in self-contained classes for the handicapped. These classes are typically associated with a resource room special education teacher. In other instances, a vocational education teacher and a special education teacher focus on the job skills related to a particular vocation; the special education teacher focuses on related learning, such as the math and vocabulary, required for a particular vocation.

Several administrators argue forcefully that it is not possible to provide adequate vocational preparation of the mentally retarded in a mainstream setting. These administrators represent school systems with self-contained high schools or special vocational centers. In these situations, students spend part of the day in their own high school (typically in mainstreamed classes) and come to the special center for part of the day. Administrators of these programs maintain it is not possible to adapt curriculum, develop special equipment and environments, and provide appropriate teaching staff except in a self-contained specialized setting. However, these schools do allocate more of their resources for the provision of vocational preparation of handicapped students than those schools which mainstream most of their students. The success rate of these special schools, in placing and maintaining handicapped students in competitive employment, effectively supports their position.

A number of schools have an orientation or World of Work class for handicapped freshmen, sometimes for sophomores. This is a self-contained class devoted to vocational exploration and work-related skills; some on-campus practicum experiences are also provided. By the junior year, some handicapped students are deemed ready to adjust to a regular or adapted vocational education class.

One of the most successful approaches to accommodating the handicapped in vocational education has been the use of an open-entry/open-exit model (Hull, 1977). The use of this approach allows students to enroll in courses for limited or extended periods of time depending on their ability to achieve the objectives. Scheduling presents the greatest difficulty with this approach. Instructors must give more individual attention as students work at different levels on various subjects. The instructor may have to set aside a given number of slots for students held over for additional instruction. Sometimes the more severely handicapped students skip parts of the instruction which are appropriate for the more advanced students.

As the size of the school increases, the size of the special program becomes larger and more comprehensive. Size also tends to correlate with the location of the school district, whether in a primarily rural or primarily urban area. There are fewer components in the programs and fewer opportunities for job placements in rural or smaller school systems; this results in a wider range of students being served in a particular facility or class. For example, a work activity center which provides prevocational training might serve the trainable or mildly retarded. Innovative instructors are able to make the most of the situation by giving the brighter students the more difficult tasks and then moving them into on-the-job training more quickly.

In rural settings, there is a greater use of regional programs; for example, a vocational evaluation center or sheltered workshop might serve several counties. The school district typically provides transportation to and from these facilities. In some cases, the district also contracts with the facility to help underwrite operational expenses. In many of these facilities the vocational rehabilitation agency picks up part of the cost by direct support or by paying client service fees.

There is considerable variation from exemplary program to exemplary program in regard to formal vocational evaluation. Several of the schools provide a two- to six-week period of vocational evaluation. Standardized tests as well as commercial and "homemade" work samples are used to evaluate students' strengths and to assist them in making vocational choices. Several of the schools have vocational evaluation services available through private, nonprofit evaluation centers, such as Goodwill, or through centers supported by the state vocational rehabilitation agency. In approximately one-half of the 95 programs which completed the program description form, vocational evaluation is not available from any source.

Community Involvement

All of the 10 exemplary programs have good to excellent relationships with the community. There are many community agencies which interact with the schools on a regular basis. These agencies include the local mental health program (typically a part of the state mental health agency), various public and private rehabilitation facilities (such as Easter Seals or Goodwill), and service agencies such as CETA or child welfare.

Perhaps the most exciting relationships are those with the private sector of the community. Most programs have an advisory committee which includes community leaders representing business and industry. The schools report that prominent people often are willing to serve actively on such committees, as these individuals perceive the relationship between the quality of the high school curriculum and the quality of employees who graduate from these programs. Naturally, many of the community leaders have opinions as to the best method of preparing youth for the world of work. They have ideas for improving vocationally related programs; in addition, they can be counted on to help create a bridge between school and community. They not only commit their own firms to the program but can also convince associates to provide job training opportunities for the handicapped.

The schools are quick to admit, however, that relationships with the community are not always positive. They still encounter many businessmen and industrial managers who remain quite prejudiced toward the handicapped and their potential for employment. They express to job placement personnel their fear that insurance and workman's compensation rates will increase through employment of the handicapped. Teachers find it helpful to be armed with statistics such as those reported by Bennett (1972) who quotes a report by the North American Insurance Alliance pointing out that impaired individuals have fewer injuries than the nonhandicapped. North American encourages their 100 affiliated companies to hire the handicapped worker. Other studies have reported less job turnover and better job performance among the handicapped.

Section 504 of the 1973 Vocational Rehabilitation Act offers additional ammunition to school personnel seeking to place handicapped students in competitive employment. Many previously required screening tests and physical examinations have been dropped or can be dropped if shown to be not directly related to job functions. Handicapped applicants should be turned away only if their handicaps would seriously impair performance of that particular job.

Civic organizations can be of great help to vocationally oriented programs. Their membership usually includes a large number of civic-minded community leaders. Hence, the persuasive educational presentations related to accepting and employing the handicapped carry over into their businesses. Equally important is the financial contribution groups can make. There are always areas which are difficult to finance with federal or school funds. Frequently, for example, there is a need for money for paying students who work on campus for precommunity placement experience. Often, a service club is willing to underwrite this cost by sponsoring some type of fund-raising activity.

Job fairs are another way in which schools can influence community attitudes and create a favorable climate for employment. Typically, these fairs are staged in a busy shopping mall, a setting which provides good exposure. The support of several organizations is enlisted; these organizations then call on business and industrial leaders to participate in the program. Each firm has a booth for listing jobs which might be performed by the handicapped. In charge of the booth is someone who can answer questions about the company and interview the handicapped who are interested in employment. The effectiveness of job fairs is directly related to planning and advertisement. For success, participation from the community and from the handicapped and their families is needed.

Parent Involvement

Parents can provide a great deal of assistance to the vocational training program. One of parents' greatest concerns is whether their child will be able to "make a living" as an adult. Hence, a vocationally oriented program, if properly explained to parents, is quickly accepted and wholeheartedly supported by parents. However, many parents do not realize the importance of teaching children job-related skills. Performing chores, taking responsibility for managing money riding on bus, filling out a job application form, are among the skills which can be learned and practiced in the home or community setting. Many skills can be carried out under the direct or indirect supervision of parents. However, parents need close communication with the school if this is to take place. Teachers need to provide to parents materials or guidance as to when and how these skills are taught. Parents need positive feedback on the gains made by their child.

The Education For All Handicapped Children Act does require that a parent participate in the development of the individualized education plan (IEP). Though most of the exemplary programs tried hard to get all parents to attend the IEP conference, they succeeded in getting only a limited number. In many cases, both parents are employed and feel they cannot take time from their jobs. Many of the parents represent minorities or low income families, and many have a fear or distrust of the school. The school is often located some distance away and does not have transportation readily available. Hence, most schools find that considerable personnel time, even direct assistance is needed to get parents to an IEP conference.

Parents can be effective advocates for the vocationally oriented program; they can make direct appeals to the school board, to other community agencies, or to private citizens for support and expansion of the program. To be effective, the more articulate parents need to be well informed regarding the details and purposes of the special program.

Personnel Preparation

All members of the school community share responsibility for initiating and operating a vocationally oriented program. Unfortunately, as Brolin and Kokaska (1979) point out, little is done to assure that there is systematic application of this responsibility. Many teachers operate on a subject matter orientation, still believing that math or reading skill is the most important goal of education. They are often resistent to the notion of spending time on teaching daily living skills, personal skills, or job-related skills. Therefore, regular teachers should be included in the planning and should participate in in-service training which would help them accept this new orientation.
The State Education Agency is responsible for using funds under Section 130 of P.L. 94-428 in order to support those programs and projects which improve staff qualifications because such support leads to improved instruction, supervision, and administration of vocational education for handicapped persons. Section 84.33(b) of the regulations for Section 504 of the Rehabilitation Act requires that the quality of education services provided to handicapped students must equal the quality of services provided to nonhandicapped students. Thus, the state must offer special training to teachers with handicapped students in their classes.

It is interesting to note that several of the 10 exemplary programs have personnel who are certified in more than one area. There are staff members certified both as vocational educators and as special educators. There are also senior staff members certified both as vocational rehabilitation counselors and as special educators. One state, California, has a relatively easy program for certifying a special educator as a vocational educator. The presence of high level staff with joint certification seems to facilitate cooperation and program quality.

A number of schools have specialized personnel who play a pivotal role between the school and community work setting. One program advocates the employment of "habilitation counselors" to bridge the gap between high school graduation and post-high school training and/or employment (Hislop and Hamilton, 1980). The habilitation counselor acts as an advocate for students, aiding with the high school IEP and the individualized written rehabilitation program (IWRP). Preferring the term "habilitation" rather than "rehabilitation," they maintain that most high school students are learning a vocation for the first time. This is the school's responsibility under P.L. 94-142; moreover, an increasing number of severely handicapped individuals are being served by the public schools. The habilitation counselor provides individual vocational counseling, appropriate training, and essential post-high school services for handicapped youth.

Several of the exemplary programs stress the need for early involvement and training of the staff conducting the specialized program. It has been suggested that most schools could apply for a short-term training grant through their state education agency in order to hire teachers during the summer prior to the initiation of the program. These teachers could then make a community survey of jobs and devise a curriculum designed to train handicapped students for these jobs.

Interagency Cooperation

As Brolin and Kokaska (1979) point out, one of the major advantages of the career education concept is the requirement that a great number of community agencies and organizations be identified and included in the career development efforts of the school. In addition to drawing upon the additional knowledge available in the community, there are other reasons for involving them in planning and programming; these agencies and organizations have funds, equipment, and contacts not provided by the school. By involving community leaders, the negative attitudes and misconceptions of the general public, in relation to the school and to handicapped individuals, will be counteracted when these groups become partners in career development efforts.

Establishing and maintaining beneficial interactions between agencies can be very time consuming. Thus, there should be a reasonable expectation that time invested in cooperative efforts among agencies will result in specific benefits, both to the handicapped and to the agencies themselves (Hull, 1977). There are many agencies which serve the handicapped; our system of planning and funding these agencies has resulted in a very fragmented delivery of human services. No doubt, this lack of coordination results in several problems which reduce the likelihood of independence for our handicapped. Hull identifies these common problems: duplication or incompatability of services to the same client, fragmentation of services which should be closely related, and overtaxing the client's time and determination.

This project sought to identify settings in which the three major compoment areas concerned with vocational preparation and job placement operate in a cooperative and coordinated manner. We hoped that by studying these programs, we could identify those elements or situations conducive to cooperation. Unfortunately, the complexity of these social institutions made such an interpretation difficult. The ten programs, which were site-visited, do demonstrate a high degree of cooperation and communication. Some are small, others large; some are rural, others urban. Some are well-funded; others operate on a "shoestring" with a great deal of faith. Hence, one can only conclude that in a variety of situations, it is possible for special education, vocational education, and vocational rehabilitation to cooperate; each can contribute significantly to a successful program.

Why these programs function well and others with similar staffing and similar opportunities for cooperation do not, is certainly difficult to discover. There are several conclusions drawn by members of the site teams; such conclusions, obviously, are subjective in nature. In every cooperative program there are at least one or two administrators who are pursuasive and dynamic leaders. They are able to win the support of other administrators and engender enthusiasm between their staffs and the staffs of other administrative units. They are convinced that social and vocational competence in the handicapped is more important than achievement in traditional school subjects such as math or history. This attitude tends to make their program community oriented, with job placement and independence as ultimate goals.

Differences exist in management style between the smaller programs and the larger ones. In the smaller programs with limited staff in vocational education, special education, and vocational rehabilitation, the cooperation exists on a more personal basis. The administrators realize that they are dealing with the same students; therefore, if help is expended to students by all three programs, then the burden of each individual area is reduced. Recognizing their own limited resources, they may be more aware of their dependence upon one another. As these programs are based in small communities where social interaction is more frequent, perhaps they exert extra effort to be cooperative and helpful. In the larger programs, the administration tends to be handled in a more authoritative manner. Lines of authority are more firmly established; orders to cooperate come out of meetings with the administrators of the three component areas.

In all of the programs, regardless of size, there are staff members in all three component areas who operate at a fairly high degree of independence, laboring at the community level to "make the program work." These individuals generally are responsible for developing job-training and job-placement sites, for supervising students, and for the follow-up which helps students maintain their employment. Administrators recognize the wide variety of problems faced by these staff members and realize that skills in human relations play a major role in their creativity and success. Hence, administrators give these people freedom in organizing and carrying out their work, using the yardstick of successful job placement as a determinant of staff success.

Although a study of state level cooperation was not done, it appears that cooperation at the local level is vital. This may be partly due to the fact that two components, special education and vocational education, are locally administered by a school board. Though the state agency sets general policies and standards, the local school can accept or reject these policies and, to a large extent, decide upon the nature of its own school program. Of course, the state agency can cut off state aid, but even that requires time and would be done only if the deviancy were blatant. On the other hand, the state vocational rehabilitation agency is administered at the state level; staff in local offices are responsible to the central state office for administration and policies. Clearly, if the state director of vocational rehabilitation ordered that no client services money be spent on handicapped students enrolled in high school, a local counselor would find ignoring such an order difficult.

Several of the exemplary programs have a vocational rehabilitation counselor assigned to one or more high schools. In that setting, counselors feel more loyal to the high school students; public school staffs are more accepting of the counselors and more likely to utilize their services. If counselors work out of the district office, with a mixed case load, their obligation to school clients is apt to be far less.

As noted before, several of the key staff members in the 10 exemplary programs were trained or certified in more than one area. Several are certified both as vocational educators and special educators; several others are certified both as special educators and as vocational rehabilitation counselors. Apparently, these individual are better accepted by the three component areas; this too would facilitate cooperation.

In the analysis of the 95 nominated programs which returned the program description form, vocational rehabilitation is the most frequently mentioned agency with which schools cooperate. Seventy-three indicated they have a working relationship with vocational rehabilitation. The most common types of support (to 30 or more programs) are the provision of psychological/medical/counseling services, and the provision of job research, training, and placement services.

Among the 10 exemplary programs, three have had third-party agreements in the past and are now undergoing some stress in finding ways of continuing education. In one case, the education agency is planning to shift funds to be used for matching purposes to the rehabilitation agency. In the other two cases, the rehabilitation agency has assumed responsibility for its part of the cooperative program as provider of direct supervision of counselors assigned to the schools. However, the counselors are still located at the schools and the programs seem to be continuing in an exemplary manner. One of these programs reports that the average cost for successfully closing a client from the high school cooperative program is two-thirds less than the cost for a typical adult client. If these statistics apply to other states as well, we may be missing a good opportunity by not strengthening these programs.

Recommendations

1. There is little evidence that most schools are seriously considering vocational preparation of the handicapped student until senior high school. Although elementary and junior high schools may be offering some general activities in the career awareness

or career exploration areas, there is no interaction between the high school and lower schools in curriculum planning. The career education concept would seem to offer the best hope of providing an orderly kindergarten through 12th-grade program. This would be achieved by infusing career concepts in regular subject matter courses. Personal, daily living, and vocational skills are complex and difficult to learn. They should be taught throughout life.

2. Steady progress is apparently being made in including more handicapped students in vocational education classes. However, it should be possible to include a greater number, even in regular vocational education classes, through flexible scheduling and adapting the curriculum and environment to meet handicapped students' needs.

3. Few severely handicapped are being provided vocational training either in regular or special classes. Recent legislation requires that this policy be changed. Personnel in schools and community agencies will need to receive training in recently discovered approaches considered effective with the severely handicapped.

4. Most schools do not offer the handicapped student vocational evaluation. Although the predictive value of various standardized vocational tests and commercial work samples is debatable, there is a need to assess interests and abilities and to assist students in selecting potential vocations in which they are likely to succeed.

5. Many states are beginning to employ competency tests toward the end of junior high and senior high school. As these tests are based on traditional subject matter, many handicapped students will not score well. These lower scores can persuade teachers and school administrators to emphasize school achievement rather than training in daily living and vocational skills. One would hope that this nonacademic content can be added to tests taken by students who are receiving special education services.

6. Most schools need to expand parent involvement. This involvement should include assisting in home instruction as well as working directly with the community in expanding job opportunities for handicapped students in general. If parents cannot or will not come to the school, time should be alloted to appropriate school personnel to permit them to visit parents at home.

7. Cooperative programs between the public schools and the state vocational rehabilitation agencies vary widely from state to state. In spite of recent changes in legislation, there are many ways in which the two agencies need to work together. The percentage of handicapped who drop out of high school is still very high. A jointly sponsored program for these youth is more likely to be effective than either agency attacking the problem separately. The rehabilitation agency can be of great help in providing restoration services and counseling with school personnel on vocational training and job placement. Perhaps with the establishment of the new U.S. Department

7. of Education and the move of the Rehabilitation Services Administration to that Department, better communication and joint planning will take place.

8. Personnel preparation remains a major problem both for the schools and vocational rehabilitation. Special education teachers need more course work in vocational education of handicapped youth. Appropriate school personnel and vocational rehabilitation personnel need specific training in job development, job placement, and the provision of follow-along services.

9. The advocacy movement is gaining momentum at the outset of this decade. Schools and rehabilitation agencies should assist handicapped youth in learning their own rights and in learning to be effective self-advocates. The use of volunteer or citizen advocates has been found to be quite effective in assisting the severely handicapped person to adjust to the community and to remain competitively employed. Each state now has a protective services and advocacy agency responsible for seeing that the rights of the handicapped are not abridged. There is no doubt that advocacy and protective services will influence other agencies which fail to meet the legislative requirements related to the handicapped.

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APPENDIX A:
SUMMARIES OF STATE AGREEMENTS

ARKANSAS

NATURE OF AGREEMENT: Agreement of Cooperation

PARTICIPANTS IN AGREEMENT:

1. Department of Human Services, Rehabilitation Services Division
2. State Department of Education
3. Local School Districts

DATE OF AGREEMENT: December, 1977

STATEMENT OF PURPOSE AND PHILOSOPHY:

The purpose of the agreement is to facilitate effective cooperative working relationships among these agencies as they establish and operate Cooperative School/Rehabilitation Programs at the secondary level. These programs are to enhance the rehabilitation effort on behalf of physically and mentally handicapped youth in high school. The agreement has these purposes:

To assure that handicapped persons eligible for services receive all services for which they are eligible

To assure that all agencies administering the laws understand that elibigility under one law should, not in and of itself, result in a denial of complementary services under another law

To assure that agencies involved are fully committed to coordinating service delivery for handicapped persons. Encouragement will be given toward establishing, as a major priority, the identification of severely handicapped persons requiring services

GENERAL STATEMENT OF RESPONSIBILITY:

The agreement recognizes the commonality of goals and responsibilities of the Education and Rehabilitation agencies as providers of human services to handicapped persons. The goal of the Education Agency is defined as the overall life adjustment of handicapped young persons within their communities, including their ability to become employed. Vocational Rehabilitation's goal is defined as enabling handicapped individuals to prepare for and engage in employment. The following principles are stated:

Education should be acceptable and accessible to all youth

Education should satisfy individual needs

Education should be flexible in its functions

Specific objectives and terms are defined and minimum requirements are given for establishing a work-study program in the local school district and securing approval by the Arkansas Departments of Education and Social and Rehabilitation Services.

STATEMENT OF SPECIFIC RESPONSIBILITIES:

Areas of responsibility among the local school district, the State Department of Education, and the Department of Human Services, Division of Rehabilitation Services, are delineated.

Local School District:

Establish a special unit and provide the required space

Be financially responsible for the establishment of the program, including space provision, salary of the principal, and a part of the salary of a teacher/coordinator

Identify and refer physically and mentally handicapped students

Adopt an appropriate curriculum for handicapped students

Assign one or more special education teachers as teacher/coordinators who will function as members of the Rehabilitation Services staff

State Department of Education:

Approve the special unit

Allot funds to the applicant school district, including funds or partial payment of the teacher/coordinator's salary

Determine and certify that the teacher/coordinator meets minimum certification standards

Provide technical consultation through staff personnel as might be needed

Division of Vocational Rehabilitation Services:

Approve the plan and operation for the established unit

Identify the nature and scope of services to be provided by Rehabilitation Services as distinguished from those of Education

Develop a budget for the operation of the unit

Assign a Rehabilitation Counselor, after consultation with the appropriate local school administration

Be financially responsible for a portion of the teacher/coordinator's salary (using state funds), for the counselor's salary (using federal funds), and for client/student needs (using case service funds)

Provide administrative, technical and consultative services

The agencies will be mutually responsible for organizing a team in each local setting, to meet at a regularly scheduled time, and to be composed of the assigned Rehabilitation Services Counselor, teacher/coordinator, the school counselor, the representative of the principal, and other involved personnel. The team will, among other activities, plan for a full utilization of services, recommend training facilities outside the school, develop in-service training, and evaluate program effectiveness.

PROVISION FOR IMPLEMENTATION/REVIEW/TERMINIATION:

Regarding implementation and review: Evaluations are to be conducted annually to review the program, to increase the scope and quality of the services offered, and to ensure that the program is operating in accordance with the cooperative agreement and is complying with state and federal laws and regulations. Responsibilities of liaison persons are specified.

Regarding termination: The agreement may be terminated by any party upon a 90-day written notice, and reviewed or amended by mutual consent.

PROVISION FOR CIVIL RIGHTS AND ASSURANCE:

Conformity with the Civil Rights Act of 1964, and adherence to the affirmative action mandated in the Vocational Rehabilitation Act of 1973 are established.

CALIFORNIA

NATURE OF AGREEMENT:	Memorandum of Understanding
PARTICIPANTS IN AGREEMENT:	1. Department of Rehabilitation 2. State Department of Education
DATE:	October, 1978

STATEMENT OF PURPOSE AND PHILOSOPHY:

The purpose of the Memorandum of Understanding is to provide greater assurance that all handicapped persons eligible for assistance receive all appropriate services for which they are eligible; that all agencies administering these laws understand that eligibility under one law should not, in and of itself, result in denial of complementary services under another law; and that local public education agencies and other responsible local agencies understand that state agencies are committed to a coordination of services for individuals with exceptional needs.

These two departments agree "to work together to provide cooperative active leadership to assure that individuals with exceptional needs, particularly severely handicapped individuals (those within each disability category with the most severe handicaps) who are receiving an inadequate education, are offered training opportunities which may lead to competitive and/or sheltered employment."

The memorandum resolves that an interim agreement between the two agencies be formulated in order to prepare the way for development of more definite interagency agreements in the future.

GENERAL STATEMENT OF RESPONSIBILITY:

The California State Department of Education is recognized as the sole agency in California responsible for the administration of kindergarten through grade twelve and adult education. The California State Department of Rehabilitation is recognized as the sole agency in California responsible for vocational rehabilitation services needed by eligible disabled persons. The desire of both departments, as stated in the memorandum, is to ensure the provision of needed education and rehabilitation services to disabled students in kindergarten through grade twelve and adult education.

STATEMENT OF SPECIFIC RESPONSIBILITIES:

Department of Education:

Provide leadership to local public education agencies to make every effort to assess, screen, and refer potential clients to the Department of Rehabilitation.

Provide technical support, monitoring of reviews, and evaluation of local public education agencies' programs, to ensure that educational services required by law are being provided

Department of Rehabilitation:

Develop referral guidelines with the local public education agency

Evaluate and assess those individuals identified by education agencies for ongoing vocational services

Department of Education and Department of Rehabilitation:

Consolidate and evaluate all current needs assessment data and information concerning programs for handicapped students, including programmatic needs and staff development needs, by November 1, 1978

Co-author and evaluate a single Guidelines to Services document that specifies each agency's current policies and procedures in terms of provision of services to handicapped students, by March 30, 1979

Prepare and participate in one jointly sponsored staff development program in each of the seven geographic areas of the state, to assure that staff of both agencies are fully aware of current law, policy and procedures

PROVISION FOR IMPLEMENTATION/REVIEW/TERMINATION:

Regarding implementation: The agencies agree to work together to clarify the delineation of functions, responsibilities, and definitions for long-range planning and to establish a process that will lead to future, more specific interagency agreement.

Regarding review: There is no specific provision made for review

Regarding termination: The memorandum of understanding is to be for a period of at least one year, to be terminated only by mutual agreement between the agencies or by a written three-month advance notification by either party. The agreement is to be in effect until superseded by a more specific interagency agreement which provides clarification of each agency's functions, responsibilities, and current policies.

PROVISION FOR CIVIL RIGHTS ASSURANCE:

No specific provision is made for civil rights assurance.

CONNECTICUT

NATURE OF AGREEMENT: Agreement

PARTICIPANTS IN AGREEMENT:

1. Connecticut State Department of Education, Division of Vocational Rehabilitation
2. Connecticut State Department of Education, Bureau of Pupil Personnel, Special Educational Services
3. Local Board of Education

DATE: January, 1966 (not known if still current)

STATEMENT OF PURPOSE AND PHILOSOPHY:

The three agencies entered into the agreement "to cooperate in providing vocational rehabilitation services on an organized and systematic basis at the secondary school level... to youth handicapped by physical, intellectual or emotional disabilities."

GENERAL STATEMENT OF RESPONSIBILITY:

The three agencies agree to be jointly responsible for providing orientation to local school staffs regarding vocational rehabilitation services.

The superintendent of schools will appoint a school staff member to make referrals to the vocational rehabilitation counselor, and referrals will be made only by that appointed person. The vocational rehabilitation counselor will be responsible for determining the eligibility of students for services. In general, all handicapped students will be considered potentially eligible for vocational rehabilitation services.

The local public school system will have no direct authority over the vocational rehabilitation counselor and that counselor will have not authority over any local school staff.

STATEMENT OF SPECIFIC RESPONSIBILITIES:

Bureau of Pupil Personnel and Special Education Services:

Approve the provision of vocational rehabilitation services for a specific town

Provide consultation to the school principal, as needed, in coordinating special education and rehabilitation services

Local School District:

Provide space, secretarial staff, private space for interviewing, and other administrative support services to the vocational rehabilitation counselor

Provide access to all relevant school records

Maintain appropriate accounts and records

Provide for coordination of existing special education programs with the vocational rehabilitation program

Provide, to the extent available, services necessary for the evaluation and follow-up of students referred to the vocational rehabilitation counselor, e.g., psychological evaluations, speech and hearing services, transportation

Assume other responsibilities as necessary and mutually agreed upon

Division of Vocational Rehabilitation:

Assign and pay the vocational rehabilitation counselors assigned to the schools

Develop the budget and program

Supervise the operational aspects of the rehabilitation services

Coordinate the state vocational rehabilitation program with the school system's program

Furnish guidelines to the school system for the identification of students who might be referred for vocational rehabilitation services

Keep individual case records

Provide vocational rehabilitation services not offered directly by the counselor

PROVISION FOR IMPLEMENTATION/REVIEW/TERMINATION:

Regarding implementation: No specific provision is made regarding implementation.

Regarding review. No specific provision is made regarding review.

Regarding termination: The agreement may be terminated by either party with a 60-day written notice or as mutually agreed upon by the parties.

PROVISION FOR CIVIL RIGHTS ASSURANCE:

No specific provision is made regarding civil rights assurance.

DELAWARE

NATURE OF AGREEMENT:	Cooperative Agreement--Draft
PARTICIPANTS IN AGREEMENT:	1. Department of Labor, Division of Vocational Rehabilitation 2. Department of Public Instruction
DATE:	Undated

STATEMENT OF PURPOSE AND PHILOSOPHY:

The agreement states that the commonality of goals of these departments is self-evident, citing the Education of All Handicapped Children Act of 1975 (P.L. 94-142) and the Rehabilitation Act of 1973. The coordination of service delivery among the Department of Public Instruction at state, regional and local levels, and the Division of Vocational Rehabilitation had been delineated in the state of Delaware "Master Plan for the Education of Exceptional Children and Youth."

GENERAL STATEMENT OF RESPONSIBILITY:

The agreement specifies coordination of services. Collaborative efforts will continue between the Division of Vocational Rehabilitation and the Department of Public Instruction in planning, implementing, and evaluating the combined program of Vocational Education, Special Education, and Vocational Rehabilitation.

Eligibility requirements and examples of services and activities for Vocational Education, Special Education and Vocational Rehabilitation are outlined. Examples of Vocational Education services which can be provided to handicapped students are stated: specific job preparation, industrial arts education, work-study programs, curriculum development, and modification of equipment and activities for handicapped students.

Examples of Special Education services are stated: career awareness activities, career exploration activities, prevocational activities, basic academic skill development activities, auxiliary aids (reader services for the blind, interpreters for the deaf), job-seeking, job-getting, and job-holding skill development activities.

Examples of Vocational Rehabilitation services are stated: evaluation, counseling and guidance, physical and mental restoration services, vocational training, maintenance, transportation, and services to family members. Vocational Rehabilitation Eligibility is to be based on both the presence of a physical or mental disability which continues or results in a substantial handicap to employment, and a reasonable expectation that vocational rehabilitation services might benefit the individual in terms of employability. No upper or lower age limit is established, but age is not to interfere with employability when Vocational Rehabilitation services are completed.

STATEMENT OF SPECIFIC RESPONSIBILITIES:

Vocational Rehabilitation:

Provide counselors to appropriate school committees, prior to referral of rehabilitation candidates, on a vocational rehabilitation needs basis

Accept referrals for students who have, or are suspected of having, a physical or mental handicap but have not been identified as being eligible for special education (following acceptance of those referrals by the students, parents, and school authorities)

Provide identifiable supportive services required for successful placement and follow-up of handicapped students found eligible for a work-study program

Cooperate with school authorities to develop a feasible training program for students who withdraw from school before they complete their school program

Evaluate students' potential for post-school training and employment under VR auspicies

PROVISION FOR IMPLEMENTATION/REVIEW/TERMINATION:

Regarding implementation: There is no specific provision regarding implementation.

Regarding review: There is no specific provision regarding review.

Regarding termination: There is no specific provision regarding termination.

PROVISION FOR CIVIL RIGHTS ASSURANCE:

There is no specific provision regarding civil rights assurance.

GEORGIA

NATURE OF AGREEMENT: Cooperative Agreement

PARTICIPANTS IN AGREEMENT:	1. Georgia Department of Human Resources, Division of Vocational Rehabilitation 2. Georgia Department of Education, Office of Instructional Services
DATE:	September, 1975

STATEMENT OF PURPOSE AND PHILOSOPHY:

The purpose of the agreement is to permit the development of an educational and habilitative program at the local level in which secondary school handicapped youth are assisted in the development of their potential for employment and self-sufficiency.

GENERAL STATEMENT OF RESPONSIBILITY:

The agreement specifies that each agency is to maintain its current administrative prerogatives and responsibilities regarding, for example, salaries, performance appraisals, and working conditions. Broad guidelines are provided for local and regional agreements between Special Education and Vocational Rehabilitation, including a listing of responsibilities which, in the local agreements, are to be delegated to staff members of each agency. No general statement of responsibilities at the state level is given.

STATEMENT OF SPECIFIC RESPONSIBILITIES:

There is no statement of specific responsibilities.

PROVISION FOR IMPLEMENTATION/REVIEW/TERMINATION:

Regarding implementation: This agreement is to be implemented through separate agreements between Special Education and Vocational Rehabilitation personnel at the local and regional levels. In order to insure implementation of those agreements, an Advisory Committee is to be established, which will include representatives from the local system, the Division of Vocational Rehabilitation, and on request, the Departments of Human Resources and Education.

Regarding review: To review the local agreement, the Advisory Committee is to design an evaluation instrument. This instrument is to be utilized quarterly, and any changes needed in the agreement are to be documented.

Regarding termination: The local agreement which is developed is to be considered for renewal each year. It may be revised or cancelled if an appropriate letter of intent is filed with the other cooperating parties no later than 60 days prior to the close of the school year.

PROVISION FOR CIVIL RIGHTS ASSURANCE:

Both parties agree to adhere to guarantees of civil rights and rights of privacy provided in federal and state regulations.

IDAHO

NATURE OF AGREEMENT: Interagency Agreement

PARTICIPANTS IN AGREEMENT:

1. State Department of Education
2. Division of Vocational Rehabilitation
3. State Division of Vocational Education

DATE: January, 1978

STATEMENT OF PURPOSE AND PHILOSOPHY:

The purpose of the agreement is to clarify the areas of responsibility, as well as areas of coordination and collaboration among the three agencies. The philosophy of all three agencies is stated: "all handicapped/exceptional students be provided an appropriate education and other necessary related services so that they can develop to their maximum potential as productive and contributing members of society."

GENERAL STATEMENT OF RESPONSIBILITY:

The State Department of Education is to be the lead agency in the planning and implementation of educational programs for school-age handicapped/exceptional children. The State Division of Vocational Rehabilitation may provide such support services as needed to assure that eligible handicapped students approaching an employable age are adequately prepared to bridge the gap between the public schools and employment. The State Division of Vocational Education and the Special Education Section of the Department of Education recognize the need for medical, social rehabilitative, and other related services for secondary handicapped/exceptional students.

The target population for cooperative services is to be those students who qualify for special education and vocational education and are eligible for vocational rehabilitation. Eligibility for VR services is determined by these three criteria: The individual must have a physical or mental disability which is a substantial handicap to employment; the individual must be of employable age; the provision of VR services will aid toward employment.

When individual education plans/programs are written for handicapped exceptional students at the secondary level, representatives of Vocational Rehabilitation and Vocational Education are to be included on the local district's Child Study Team.

In the development of these plans/programs, related services which may be provided by Vocational Rehabilitation for eligible clients/students should be determined by the Vocational Rehabilitation Specialist. DVR is required to explore all other resources applicable to each case, including private companies and federal legislation. Support services may be provided by DVR to those students enrolled in a state reimbursable vocational education program.

STATEMENT OF SPECIFIC RESPONSIBILITIES:

Specific services and the designated agency or agencies under which these services may be provided are listed:

Service	DVR	DVE	SE
Information, consultation	X	X	X
Evaluation of potential, when critical to development of individual plan	X		X
Counseling client/student	X		X
Medical restoration	X		
Vocational training	X	X	X
Maintenance of client	X		
Placement of client/student	X	X	X
Transportation of client/student	X		
Telecommunications	X		X
Salaries of selected personnel involved in delivering special programs		X	X
Supplies and instructional materials over and above standard school resources		X	X
Travel by instructional staff to workshops, prevocational meetings, or work placements		X	
Staff development	X	X	X
Specialized support services contingent on student/client condition, program circumstances, and problems	X	X	X

The three agencies agree to plan cooperative in-service training activities at the state and local levels for administrators and service providers.

PROVISION FOR IMPLEMENTATION/REVIEW/TERMINATION:

Regarding implementation: No specific provision is made regarding implementation.

Regarding review: Management information is to be shared by the three agencies for federal reporting purposes and for the purpose of ongoing planning and program development.

Regarding termination: Additions, deletions, and other amendments may be made upon signature of the agency administrators.

Consult on vocational education curricula development and program planning

Design and implement special programs of vocational training for handicapped students that will be jointly operated by the agencies signing this agreement

Develop a document that will detail those services of each relevant agency that are to be included as a component in the Individualized Education Plan and/or the Individualized Written Rehabilitation Plan.

Consult and plan jointly regarding the development of a coordinated mechanism for the disbursement of the respective federal funds of each agency

PROVISION FOR IMPLEMENTATION/REVIEW/TERMINATION:

Regarding implementation: The comprehensive planning task force will be responsible for implementation.

Regarding review: There is no specific statement regarding review.

Regarding termination: There is no specific statement regarding termination.

PROVISION FOR CIVIL RIGHTS ASSURANCE:

There is no specific statement regarding civil rights assurance.

MICHIGAN

NATURE OF AGREEMENT:	Cooperative Agreement
PARTICIPANTS IN AGREEMENT:	1. Vocational Education Service 2. Special Education Service 3. Vocational Rehabilitation Service
DATE:	March, 1977

STATEMENT OF PURPOSE AND PHILOSOPHY:

The agreement specifies that the Joint Services Study Group of Special Education Services, Vocational-Technical Education Services, and Vocational Rehabilitation Services will continue to work together to improve vocational training and job placement services for handicapped persons.

GENERAL STATEMENT OF RESPONSIBILITY:

The public schools will be responsible for assuring that handicapped students who cannot complete a normal course of study will have access, on an equal opportunity basis, to vocational education and will be responsible for the education and training of non-special education eligible students with a handicap or severe health problem.

PROVISION FOR CIVIL RIGHTS ASSURANCE:

No specific provision is made regarding civil rights assurance.

MASSACHUSETTS

NATURE OF AGREEMENT: Interagency Agreement--Draft

PARTICIPANTS IN AGREEMENT:

1. Division of Special Education
2. Division of Occupational Education
3. Division of Curriculum and Instruction
4. Massachusetts Rehabilitation Commission
5. Massachusetts CETA/Prime Sponsor

DATE: December, 1978

STATEMENT OF PURPOSE AND PHILOSOPHY:

The purpose of the interagency agreement is to assure that handicapped individuals eligible for services under the provision of the Education for the Handicapped Act, the Vocational Education Amendments, the Rehabilitation Act, and the Comprehensive Employment and Training Act receive all appropriate services for which they are eligible. The agencies state that they are committed to the U.S. Office of Education position that "an appropriate comprehensive vocational education will be available and accessible to every handicapped person."

GENERAL STATEMENT OF RESPONSIBILITY:

It is recognized that state and federal agencies with statuatory or regulatory mandates to provide vocational training for handicapped individuals will need to engage in joint comprehensive planning and operating coordination of vocational education programs if the goal is to be fully implemented and the available resources to be maximally utilized. It is agreed that each agency will assure that eligibility under one law will not, in and of itself, result in denial of complementary services under another law.
Eligibility as to handicapped condition will be determined by an appropriately developed Individualized Education Plan or an Individualized Written Rehabilitaion Plan.

STATEMENT OF SPECIFIC RESPONSIBILITIES:

It is agreed that each agency will maintain representation on a comprehensive planning task force for vocational training of handicapped individuals. This task force would:

Consult on the development of coordinated state plans for each agency regarding vocational training for handicapped individuals

Cooperatively plan and implement in-service training programs for personnel of each agency

Vocational Education Services will assure that special education students have equal access to regular vocational education programs.

Vocational Rehabilitation Services will be responsible for the provision of rehabilitation services to handicapped young people age 16 or over who have withdrawn from, without completing, a local or intermediate program; and will be the accountable agent for coordinating post-school training and placement of all young handicapped adults (18-25) who have completed an approved course of study.

STATEMENT OF SPECIFIC RESPONSIBILITIES:

Special Education Services:

Support special education teachers, teacher consultants, and other ancillary personnel

Provide funds to support individual vocational training and special vocational education

Participate on local Special Education Planning and Placement Committees to serve special education eligible students also possibly eligible for a vocational education program

Be responsible for work-study services when they can be handled by the Vocational Education Coordinator

Be responsible for prevocational and personal adjustment training in conjunction with general education teachers

Vocational Education Services:

Vocational Education Special Needs funds can be used to support secondary special education students in adapted vocational education programs and post-secondary vocational programs for handicapped persons

Vocational Rehabilitation Services:

Provide supportive services needed to help handicapped students succeed in work-study placement

Coordinate post-school training and placement of all handicapped adults ages 18-25 who have completed an approved course of study

Provide rehabilitation services to handicapped people age 16 and over who have not completed an approved course of study

Accept referrals from the public schools for non-special education eligible students with a handicap which might cause an employment handicap

Administer grant funds for the development of rehabilitation facilities, which will augment local or other funding sources

Local And Intermediate Districts:

Provide staff, equipment, and building space required under the Mandatory Special Education Act for Special Education Services

PROVISION FOR IMPLEMENTATION/REVIEW/TERMINATION:

Regarding implementation: It is agreed that the Joint Services Study Committee will continue to assist local and intermediate school districts in the planning, development, implementation, and evaluation of cooperative vocational technical education, vocational rehabilitation, and special education programs and services.

Regarding review: No specific provision is made for review.

Regarding termination: No specific provision is made for termination.

PROVISION FOR CIVIL RIGHTS ASSURANCE:

It is stated that equal opportunity of access to regular vocational education programs for special education students is the policy of Vocational Education Services. It is stated that the public schools are reponsible for assuring that handicapped students who can not complete a normal course of study will have access, on an equal opportunity basis, to vocational education.

MISSISSIPPI

NATURE OF AGREEMENT:	Agreement of Cooperation
PARTICIPANTS IN AGREEMENT:	1. Division of Instruction 2. Division of Vocational Education 3. Division of Vocational Rehabilitation 4. Participating School District
DATE:	1976

STATEMENT OF PURPOSE AND PHILOSOPHY:

The purpose of the agreement is to establish and maintain a comprehensive program of services which are vocationally oriented and designed to bridge the gap between school and employment. The agreement among the Divisions of Instruction, Vocational Education, and Vocational Rehabilitation (all in the State Department of Education) recognizes that public school districts alone are not equipped with personnel, facilities, and technical training to meet adequately the vocational needs of handicapped secondary school-age pupils.

GENERAL STATEMENT OF RESPONSIBILITY:

There is no general statement of responsibility.

STATEMENT OF SPECIFIC RESPONSIBILITIES:

Division of Instruction:

Certify to the Director of the Division of Administration and Finance that the applicant district is eligible for 60% of a teacher unit for each vocational adjustment counselor (in addition to the minimum program funds allocated to the school district on the basis of average daily attendance)

Provide consultation, as needed, through staff personnel

Determine and certify that the special education teacher who is to serve as the vocational adjustment counselor, meets the minimum standards recommended by the Divisions of Instruction, Vocational Education, and Vocational Rehabilitation

Approve the establishment of a secondary special education class and notify the Divisions of Vocational Education and Vocational Rehabilitation when this has been established

Serve as liaison when problems arise among Vocational Education, Vocational Rehabilitation, and the public school district involving the criteria for an acceptable school unit

Carry out the program as described in the Plan of Operation

Division of Vocational Education:

Certify to the Director of the Division of Administration and Finance that applicant district is eligible for one-half of a teacher unit for each prevocational orientation teacher (in addition to the minimum program funds allocated on the basis of average daily attendance)

Reimburse the local school district for the prevocational orientation teacher according to the regular Vocational Education reimbursement formula rate for that school district

Provide the necessary equipment needed to carry out an effective instructional program when funds are available

Provide assistance to the local school district in order to establish a vocationally related curriculum

Conduct in-service workshops in order to upgrade teaching techniques and course content

Provide supervision and service for that portion of the program for which Vocational Education is responsible

Division of Vocational Rehabilitation:

Assign to the special rehabilitation unit a rehabilitation counselor, with the concurrance of the local school administrator

Approve all written individual rehabilitation programs

Provide administrative, technical, and consultative services

Develop a budget for the operation of cooperative school units

Local School District:

Develop and present a plan to the appropriate divisions of the State Department of Education for the implementation of a Cooperative Program

Administer the special education and vocational education programs

Provide, in a secondary school setting: required space, regular classroom equipment, and building maintenance

Coordinate existing services within the school with the Cooperative Program

Provide regularly scheduled planning periods for staff and give staff special consideration for attending in-service workshops

Designate a certified teacher of Special Education who will function as a vocational adjustment counselor, and designate a certified teacher of Vocational Education who will function as a prevocational orientation teacher

PROVISION FOR IMPLEMENTATION/REVIEW/TERMINATION:

Regarding implementation: The agreement is to become effective when signed by all the agencies. No further provision for implementation is made.

Regarding review: No specific provision is made for review.

Regarding termination: The agreement may be terminated by any of the agencies with a 30-day written notice.

PROVISION FOR CIVIL RIGHTS ASSURANCE:

The agreement includes a provision that all the signatories certify that they are in compliance with the Civil Rights Act of 1964 and are eligible for federal funds.

MONTANA

NATURE OF AGREEMENT:	Agreement of Cooperation--nonbinding
PARTICIPANTS IN AGREEMENT:	1. Office of Public Instruction 2. Rehabilitative Services Division
DATE:	Undated

STATEMENT OF PURPOSE AND PHILOSOPHY:

This agreement is a noncontract agreement, a nonbinding statement of understanding. It outlines the responsibilities necessary for successful operation of the vocational rehabilitation program in school districts which are unable to sign a third-party contract. The purpose of the agreement is to mobilize all resources, in particular those of the Office of Public Instruction and the Rehabilitative Services Division to bring vocationally handicapped students to their optimum functioning level so that they can engage in suitable employment.

GENERAL STATEMENT OF RESPONSIBILITY:

The Rehabilitative Services Division will retain sole responsibility for final decisions regarding the eligibility of a student for rehabilitative services, and retain responsibility for the nature and scope of the services to be purchased by the agency. The eligibility requirements will be those outlined in the federal regulations. The general caseload counselor will be responsible for delivery of vocational rehabilitation services to rehabilitation eligible students in their area.

Both parties agree to encourage school districts to hold periodic joint staff meetings to exchange information and create a better understanding of vocational rehabilitation. Both agree to invite a representative of the other agency to serve on any existing advisory council. Both agree to promote educational and public information programs.

STATEMENT OF SPECIFIC RESPONSIBILITIES:

Rehabilitation Services Division:

Assign a general caseload counselor to any school district requesting delivery of rehabilitation services

Follow the rehabilitation process as outlined

Approve the nature and scope of services provided by the Rehabilitative Services Division (as distinguished from school curriculum services)

Determine eligibility for vocational rehabilitation services, with preference given to severely disabled persons

Authorize and approve expenditures for vocational rehabilitation services

Office of Public Instruction:

Be responsible for a staff person to administer the special education phase as distinguished from the vocational rehabilitation phase

Facilitate the coordination of existing services within the schools with a vocational rehabilitation program

Facilitate the referral by local school districts of all special students considered to be eligible and suitable for rehabilitation services, via a child study team

Facilitate access to records, with signed releases, to the Rehabilitative Services Division, upon reasonable notice at any reasonable time

PROVISION FOR IMPLEMENTATION/REVIEW/TERMINATION:

Regarding implementation: No specific statement is made regarding implementation.

Regarding review: No specific statement is made regarding review.

Regarding termination: No specific statement is made regarding termination.

PROVISION FOR CIVIL RIGHTS ASSURANCE:

No specific provision is made for civil rights assurance.

NEBRASKA

NATURE OF AGREEMENT: Agreement for Cooperative Arrangements--Sample

PARTICIPANTS IN AGREEMENT:

1. State Division of Vocational Education
2. State Division of Rehabilitation Services

DATE: Undated

STATEMENT OF PURPOSE AND PHILOSOPHY:

No general statement regarding the purpose of the agreement is made.

GENERAL STATEMENT OF RESPONSIBILITY:

The State Division of Vocational Education agrees to provide instructional services to maintain, extend, and improve existing programs of vocational education and to develop new programs. The target population is to include persons with special educational handicaps who attend high school or post-secondary school.

The State Division of Rehabilitation Services agrees to provide appropriate services as mandated in the federal statutes.

STATEMENT OF SPECIFIC RESPONSIBILITIES:

There is no statement of specific responsibilities.

PROVISION FOR IMPLEMENTATION/REVIEW/TERMINATION:

Regarding implementation: The agreement provides that there will be coordinated efforts on the local community level between local representatives of the two agencies and that there will be joint efforts on the part of the state staffs to transmit information to the local representatives about the implementation of the agreement.

Regarding review: There will be annual evaluation on local and state levels as to the effectiveness of the agreement.

Regarding termination: No specific provision is made for termination.

PROVISION FOR CIVIL RIGHTS ASSURANCE:

No specific provision is made for civil rights assurance.

NEVADA

NATURE OF AGREEMENT:	Agreement
PARTICIPANTS IN AGREEMENT:	1. State Board for Vocational Education 2. Department of Human Resources: Rehabilitation Division 3. Vocational-Technical and Adult Education 4. Department of Human Resources
DATE:	June, 1977

STATEMENT OF PURPOSE AND PHILOSOPHY:

The purpose of the agreement is to develop and maintain an effective cooperative working relationship between Vocational Education and the Rehabilitation Division in order to develop a maximum utilization of the resources of each agency toward the provision of improved services to handicapped individuals in the state. Both agencies recognize the need for the establishment of cooperative efforts to provide needed services to handicapped citizens of Nevada.

GENERAL STATEMENT OF RESPONSIBILITY:

The general responsibility of Vocational Education is defined as permitting handicapped individuals to prepare for the future by cultivating their individual capabilities for learning, acting upon opportunities to increase basic knowledge and skill development, experiencing coordination of multi-faceted resources, and receiving the encouragement necessary from the world of work in order to live a meaningful and productive life.

There is no general statement of responsibility for Vocational Rehabilitation Services.

STATEMENT OF SPECIFIC RESPONSIBILITIES:

Vocational Education:

Provide information to the Rehabilitation Division on types of courses available, including all information relevant to counseling clients and referring handicapped individuals to such courses

Arrange for the referral of handicapped persons in Vocational Education programs to the Rehabilitation Division, through local education agencies, when appropriate

Seek consultation from the Rehabilitation Division regarding project applications related to handicapped individuals from local education agencies and institutions

Rehabilitation Division:

Refer handicapped clients to local education agency programs for vocational education, when appropriate

Inform Vocational Education of rehabilitation services and activities which have an impact on vocational education

Seek consultation from Vocational Education in reviewing project applications related to vocational education of handicapped individuals

Appoint a representative to the Nevada State Occupational Information Coordinating Committee

PROVISION FOR IMPLEMENTATION/REVIEW/TERMINATION:

Regarding implementation: Designated representatives from each agency are to work together to:

Prepare amended and supplemental agreements

Explore resources for cooperative efforts in training and research

Develop and utilize interdisciplinary case staffing

Establish controls and procedures to effect satisfactory execution of the agreement

The two agencies will work cooperatively on the Nevada State Occupational Information Coordinating Committee to develop an occupation information system which meets common needs, planning and implementation of Vocational Education programs and programs of administering agencies under CETA.

Regarding review: The agreement will be reviewed each year on May 1. Changes will be made by mutual consent.

Regarding termination: No specific provision is made for termination.

PROVISION FOR CIVIL RIGHTS ASSURANCE:

There is no specific provision made for civil rights assurance.

NORTH DAKOTA

NATURE OF AGREEMENT: Agreement for Cooperation

PARTICIPANTS IN AGREEMENT:

1. State Board for Vocational Education
2. Social Services Board of North Dakota, Division of Vocational Rehabilitation

DATE: February, 1976.

STATEMENT OF PURPOSE AND PHILOSOPHY:

The purpose of the agreement is to provide for maximum coordination and utilization of the services and facilities of each agency to ensure maximum benefits and services to handicapped persons, including severely handicapped persons and disabled veterans.

GENERAL STATEMENT OF RESPONSIBILITY:

There is no general statement of responsibilities.

STATEMENT OF SPECIFIC RESPONSIBILITIES:

Division of Vocational Rehabilitation of Social Services Board:

Provide testing and diagnostic techniques in identifying handicapped persons

Identify and report handicapped students who require special vocational training

Review vocational programs established specifically for handicapped persons

Provide recommendations to implement programs for handicapped persons

Provide services consistent with federal regulations regarding eligibility and priorities, with emphasis on severely disabled persons

State Board of Vocational Education:

Provide information to the Division of Vocational Rehabilitation on the types of vocational courses available

Encourage school authorities to refer handicapped students to the Division of Vocational Rehabilitation

Cooperate in conducting special studies to collect information about curriculum development for handicapped persons

Division of Vocational Rehabilitation and State Board of Vocational Education:

Designate a liaison representative

Establish reciprocal referral procedures and cooperate closely in processing referrals

Plan and conduct interagency conferences and training programs

Provide for a free exchange of information concerning employer hiring policies and practices

Coordinate agency contacts with employers when carrying out placement responsibilities

Cooperate in developing and utilizing other agency programs and demonstration projects directed toward the training and employment of handicapped persons

Promote public understanding, in collaboration with Governor's Committees on Employment of the Handicapped

Work with Governor's Committees on Employment of the Handicapped to promote implementation of the recommendations of the Federal Architectural and Transportation Barriers Compliance Board and the Federal Interagency Committee regarding employment of handicapped persons in state agencies

PROVISION FOR IMPLEMENTATION/REVIEW/TERMINATION:

Regarding implementation: In a follow-up document, detailed procedures for implementing the agreement are to be placed in existing agency procedural manuals.

Coordination of activities will be implemented through:

Interagency referral and case progress report forms

Telephone and personal contacts between personnel of both agencies

Liaison representatives from each agency who will develop procedures consistent with the cooperative agreement and promote the establishment and maintenance of schedules of regular visits between local office personnel

Regarding review: Liaison representatives are to appraise the effectiveness of the working relationships between the personnel of both agencies in order to determine the effectiveness of cooperation and make recommendations as necessary, yearly evaluations will be conducted relating to the adequacy of procedures, number of referrals, exchange of information, and interagency staff programs. The agreement will be annually updated and reviewed.

Regarding termination: No specific provision is made for termination.

PROVISION FOR CIVIL RIGHTS ASSURANCE:

Information exchanged under this agreement will be used only for the purpose for which it is provided and will not be released to any other individual, agency, or organization. Personnel having access to case information on referred individuals will protect its confidentiality.

OHIO

NATURE OF AGREEMENT: Memorandum of Understanding

PARTICIPANTS IN AGREEMENT:

1. Ohio Rehabilitation Services Commission
2. Department of Education, Special Education Division

DATE: June, 1978

STATEMENT OF PURPOSE AND PHILOSOPHY:

The purpose of the memorandum is to identify agency responsibilities for joint pursuit of the Individualized Education Program and Individualized Written Rehabilitation Program. The memorandum is the result of various activities implemented in Ohio in response to the October, 1977 joint memorandum from the U.S. Commissioners of Education and of Rehabilitation Services.

GENERAL STATEMENT OF RESPONSIBILITY:

Eligibility criteria and types of activities and services that may be offered by Special Education and by the Ohio Rehabilitation Services Commission are defined, following the federal statutes.

STATEMENT OF SPECIFIC RESPONSIBILITIES:

Rehabilitation Services:

Assign vocational rehabilitation personnel to regularly scheduled contacts with the local schools for referrals, case conferences, and/or follow-up services

Provide consultation in the areas of vocational planning, educational programming, and availability of community resources

Assist school personnel through in-service training in the areas of understanding and working with handicapping conditions

Purchase and provide, as appropriate to the needs of the individual, the full range of vocational rehabilitation services if an individual formally withdraws from school, including supportive counseling and efforts to facilitate the individual's return to school

Special Education:

Encourage school districts to develop cooperative procedures to assure joint planning by school personnel and vocational rehabilitation personnel

Encourage school personnel, including the work-study coordinator, school counselor, principal, and nurse to make formal referrals to Vocational Rehabilitation

Encourage the initiation of formal referrals at a time when the provision of continuous vocational rehabilitation services would result in community-based training or employment commensurate with the individual's level of vocational functioning

Encourage school and rehabilitation personnel to utilize the personnel of the Special Education Regional Resource Center in assisting with the identification, referral, and evaluation process and in conducting appropriate in-service training

Vocational Rehabilitation and Special Education:

Work together to determine which services are to be provided when a student is identified as potentially eligible for vocational rehabilitation services usually during the student's junior year in high school

Coordinate the preparation and execution of Individual Written Rehabilitation Plans and Individualized Education Plans in order to coordinate delivery of individual services

Hold joint staffing conferences on a regular and timely basis to determine the progress of the student/client and the need for additional services

PROVISION FOR IMPLEMENTATION/REVIEW/TERMINATION:

Regarding implementation: no specific provision is made for implementation.

Regarding review: Each agency will designate a liaison at the state level. These individuals will be responsible for on-going review of the memorandum.

Regarding termination: No specific provision is made for termination.

PROVISION FOR CIVIL RIGHTS ASSURANCE:

It is stated that the parties agree that the confidentality of all records and student/client identification information will be maintained in accordance with current federal and state laws, federal regulations, and the operating rules of each party.

OREGON

NATURE OF AGREEMENT:	Cooperative Agreement
PARTICIPANTS IN AGREEMENT:	1. Department of Human Resources, Vocational Rehabilitation Division 2. Department of Education, Public Education
DATE:	January, 1978

STATEMENT OF PURPOSE AND PHILOSOPHY:

The purpose of the agreement is to enter into a cooperative working relationship in order to develop and/or maintain a program which assists physically and/or mentally disabled vocationally handicapped youth in making a smooth transition from the school setting to employment in the adult commmunity. The agencies recognize that they have certain common responsibilities as providers of complementary human services for handicapped persons.

GENERAL STATEMENT OF RESPONSIBILITY:

The concern of the Education Department is overall life adjustment within the community, while the concern of the Vocational Rehabilitation Department is enabling handicapped individuals to engage in employment.

STATEMENT OF SPECIFIC RESPONSIBILITIES:

Division of Vocational Rehabilitation:

Be willing to enter into operational agreements, with local school districts, which are consistent with available funds and applicable state and federal funds

Make consultation services available to assure continuity of services between secondary school and post-secondary life

Department of Education:

Work cooperatively with the Division of Vocational Rehabilitation

Share information and data with Vocational Rehabilitation, as needed, to implement the agreement

PROVISION FOR IMPLEMENTATION/REVIEW/TERMINATION:

Regarding implementation: The two agencies agree to work cooperatively to jointly implement the agreement.

Regarding review: Each agency will appoint representatives who will meet at six-month intervals to review the implementation of the agreement and recommend changes as necessary.

Regarding termination: The agreement can be cancelled by a 90-day written notification by either party. Unless it is so cancelled, it will remain in effect.

PROVISION FOR CIVIL RIGHTS ASSURANCE:

Both parties agree to the provision of the Civil Rights Act of 1964, Section 601, and the Rehabilitation Act of 1973, Sections 503 and 504 as amended.

PENNSYLVANIA

NATURE OF AGREEMENT:	Agreement for Cooperation--Draft copy of new agreement
PARTICIPANTS IN AGREEMENT:	1. Department of Education 2. Bureau of Vocational Rehabilitation

DATE: 1978

STATEMENT OF PURPOSE AND PHILOSOPHY:

The purpose of the agreement is to outline specifically the responsibilities of the agencies in order to coordinate the programs and services available to physically and mentally handicapped school-aged individuals.

GENERAL STATEMENT OF RESPONSIBILITY:

Both agencies will work together to insure a continuity of education and rehabilitation that will prepare the handicapped individual to enter selective job placement at the earliest possible time.

STATEMENT OF SPECIFIC RESPONSIBILITIES:

Department of Education:

Identify, locate and evaluate persons thought to be exceptional, and refer those handicapped persons who seem to require vocational rehabilitation services to the local Bureau of Vocational Rehabilitation

Provide a full delivery of a continuum of special education programs and services to all exceptional school-aged persons until satisfactory completion of the program, voluntary student withdrawl, or referral to the Bureau of Vocational Rehabilitation

Refer only those physically and mentally disabled school-aged persons whose disabilities are stablized

Bureau of Vocational Rehabilitation:

Accept applications for rehabilitation of persons age 15 and over with a physical or mental disability which constitutes a substantial handicap to employment

Secure the necessary information to make an adequate case evaluation, determine the services necessary to enable the individual to engage in gainful employment, and determine the extent of disability and possible secondary disabilities

Provide rehabilitation services as necessary including individual counseling and guidance; treatment, including hospitalization; physical, occupational, speech and hearing therapy; prosthetic devices; employment training; maintenance and transportation; occupational tools, equipment, licenses; selective placement in a suitable job and follow-up after placement

Provide above services after full consideration of eligibility for similar services under any other state or federal program

Assume responsibility for accepting or rejecting a referral; rejection of a referral will not be based solely upon the school-aged status of the handicapped person

Department of Education and Vocational Rehabilitation:

Work together on an individual case basis on evaluation, planning and guidance

Develop a combined education/rehabilitation plan with the disabled individual which will include programs and services needed, will allocate costs, and provide supervision for recommended programs and services as mutually agreed upon

Exchange information regularly on the status of each case

PROVISION FOR IMPLEMENTATION/REVIEW/TERMINATION:

Regarding implementation: Each agency will designate a staff member at the state level to act as liaison. The liaison representatives will be responsible for assuring in-service training of field personnel as required; they will also arrange joint conferences at the field level in order to further develop and maintain sound working relationships

Regarding review: The liaison representatives will assure that periodic field reviews will be performed to assure compliance with the terms of the agreement and will recommend any revisions to make it more effective in terms of improved services.

Regarding termination: The agreement will be in effect from the date of approval until amended by mutual agreement or by notification of withdrawl by any participant.

PROVISION FOR CIVIL RIGHTS ASSURANCE:

Services are to be provided without regard to race, age, sex, religion or disability.

Information exchanged between the respective agencies will be identified, stamped classified and confidential, and not forwarded without the written consent of the originating agency.

SOUTH CAROLINA

NATURE OF AGREEMENT:	Cooperative Agreement
PARTICIPANTS IN AGREEMENT:	1. Department of Education 2. Vocational Rehabilitation Department
DATE:	June, 1978

STATEMENT OF PURPOSE AND PHILOSOPHY:

The agreement is an expression of mutual intent to allow for on-going services to handicapped youth in a cooperative arrangement. It is recognized that public education agencies have an enormous responsibility for providing free appropriate public education to all identified school-age handicapped pupils, but local education agencies cannot provide for all aspects of the services needed. Linkage between Vocational Rehabilitation and the State Department of Education is seen as essential, not only desirable, in order to make classroom instruction viable and provide meaningful practical experiences.

GENERAL STATEMENT OF RESPONSIBILITY:

The agreement specifies that a variety of approaches is necessary in providing vocational services to handicapped pupils. These include on-the-job training/work study, work-activity centers/sheltered workshops, and vocational education.

Vocational Rehabilitation may provide services as appropriate: evaluations, counseling, physical and mental restoration services, etc.

Special Education and the Local Education Agency may provide services as appropriate: career awareness and exploration activities, pre-vocational, and basic academic skill development activities, staff development activities.

Vocational Education Services will include training and specific job preparation, vocational guidance counseling services in school, and placement services after completion of a vocational education program.

STATEMENT OF SPECIFIC RESPONSIBILITIES:

There is no statement of specific responsibilities.

PROVISION FOR IMPLEMENTATION/REVIEW/TERMINATION:

Regarding implementation: No specific provision is made for implementation.

Regarding review: No specific provision is made for review.

Regarding termination: No specific provision is made for termination.

PROVISION FOR CIVIL RIGHTS ASSURANCE:

No specific provision is made for civil rights assurance.

VIRGINIA

NATURE OF AGREEMENT:	Interagency Cooperative Service Agreement
PARTICIPANTS IN AGREEMENT:	1. Department of Education a. Division of Vocational Education b. Division of Special Education c. Public Instruction

2. Department of Vocational Rehabilitation, Human Resources Department
3. Local School Divisions

DATE: June, 1978

STATEMENT OF PURPOSE AND PHILOSOPHY:

The purpose of the agreement is to provide for maximum coordination and utilization of services of each department in implementing the Revised State Plan for Identification and Diagnosis of Children Who Are Handicapped.

GENERAL STATEMENT OF RESPONSIBILITY:

There is no general statement of responsibility.

STATEMENT OF SPECIFIC RESPONSIBILITIES:

Division of Vocational Education:

Provide consultation as needed to assure the initiation of vocational educational programs for handicapped students

Provide consultation to assure initial placement and maintenance of eligible handicapped students in regular vocational education programs

Reimburse local school divisions, state schools, institutions, and hospitals for approved vocational education programs for handicapped students

Cooperate with the Division of Special Education and the Department of Vocational Rehabilitation in determining eligibility for special funding of special vocational education programs for handicapped persons

Determine eligiblity of vocational education teachers to be employed in vocational education programs for handicapped students

Cooperate with the Division of Special Education and the Department of Vocational Rehabilitation to determine in-service training needs

Division of Special Education:

Provide needed consultation to assure the initiation of vocational education programs for handicapped persons in local school divisions, state schools, institutions, and hospitals

Provide consultation to maintain appropriately placed handicapped children in regular vocational education programs

Reimburse local school divisions in accordance with Board of Education procedures

Provide financial assistance to local school divisions for jointly approved cooperative vocational education programs for handicapped students

Certify eligiblity of special education teachers to provide related instruction in vocational education programs for handicapped persons

Approve private schools providing vocational education programs for handicapped students, in cooperation with the Division of Vocational Education

Department of Vocational Rehabilitation:

Provide needed consultation to initiate joint vocational education programs

Cooperate with the Division of Vocational Education and Special Education in determining in-service training requirements

Provide vocational assessments for handicapped students, ages 15-21

Determine eligibility of individuals referred by educational agencies and provide vocational rehabilitation services for those individuals found eligible

Provide job placement and counseling services for handicapped students upon leaving school

Provide training programs for employers designed to foster a positive attitude and environment relating to the employment of handicapped students

Local School Division and State Facilities:

Provide vocational education and related services for handicapped students

Maintain appropriate records and accounts as required

Determine the eligibility of students for special education

Provide or otherwise arrange for appropriate vocational counseling for handicapped students

Arrange for counseling of parents relating to career choices for handicapped students

Coordinate the services of vocational education, special education, and vocational rehabilitation within the local school division

Plan and implement an in-service training program for teachers, counselors, and others regarding the vocational education of handicapped students

Assure the inclusion of vocational education services in the Individualized Education Plan of each handicapped student when required

Include vocational education and vocational rehabilitation personnel in the development of the Individualized Education Plan when appropriate

PROVISION FOR IMPLEMENTATION/REVIEW/TERMINATION:

Regarding implmentation: The Division of Vocational Education, the Division of Special Education and the Department of Vocational Rehabilitation agree to cooperate in the development of guidelines and procedures for the implementation of this agreement. They agree to plan and implement together an in-service training program on the implementation of the agreement. The implementation of the agreement is contingent on the availability of appropriate funding.

Regarding review: No specific provision is made for review.

Regarding termination: The agreement would terminate in one year, subject to renewal by mutual consent of the parties. It will be amended to reflect changes imposed by federal and/or state laws or regulations provided that such changes are stated in writing to the other party 30 days prior to the effective date of the changes.

PROVISION FOR CIVIL RIGHTS ASSURANCE:

No specific provision is made for civil rights assurance.

WYOMING

NATURE OF AGREEMENT: Cooperative Agreement

PARTICIPANTS IN AGREEMENT:
1. Division of Vocational Rehabilitation
2. State Department of Education

DATE: March, 1978

STATEMENT OF PURPOSE AND PHILOSOPHY:

The agreement has the dual purpose of improving the delivery of services and avoiding the duplication of services to handicapped persons.

GENERAL STATEMENT OF RESPONSIBILITY:

The Division of Vocational Rehabilitation is recognized as the public agency responsible for providing vocational rehabilitation services necessary to preparing and assisting eligible disabled individuals to engage in gainful occupations, with priority to the most severely disabled.

STATEMENT OF SPECIFIC RESPONSIBILITIES:

Division of Vocational Rehabilitation:

Have DVR counselors contact school district Special Education coordinators three times a year (beginning, middle, and end) or more frequently

Accept referrals from the State Department of Education and the school districts

Identify eligible handicapped individuals

Provide appropriate services

State Department of Education:

Refer handicapped individuals who appear to be eligible to DVR

Vocational Rehabilitation and State Department of Education:

Exchange client information

Participate jointly in goal planning and delivery of services for mutual clients, e.g., evaluation, assessment, development of the IEP and IWRP, and treatment and vocational objectives

Inform each other regarding activities of mutual interest and invite representatives to attend

Incorporate by reference the principles of the agreement in each department's documents

PROVISION FOR IMPLEMENTATION/REVIEW/TERMINATION:

Regarding implementation: Each agency is to appoint a liaison representative responsible for planning and coordinating the overall delivery of services and resolving problems on the state level.

Regarding review: No specific mention is made of review.

Regarding termination: The agreement is to be approved by each party, and may be terminated for just cause 30 days after written notice.

PROVISION FOR CIVIL RIGHTS ASSURANCE:

No specific provision is made for civil rights assurance.

Materials other than cooperative agreements are currently available from the following 19 states:

Alabama
Colorado
Hawaii
Illinois
Louisiana
Maine
Minnesota
New Hampshire
New Jersey
New York
North Carolina
Rhode Island
South Dakota
Tennessee
Texas
Utah
Vermont
West Virginia
Washington

In a number of these states, cooperative agreements are being revised or developed. In others, there is no plan for developing a formal agreement.

APPENDIX B:
NOMINATION MATERIALS

Copies of nomination materials are included in the following order:

1. Letter to programs, described in previous publications, requesting their participation
2. Letter to state directors of VE, SE, and VR asking for nominations
3. Follow-up letter to state directors
4. Letter to nominated programs requesting their participation
5. Follow-up letter to programs
6. Letter of thanks to those programs completing Program Description Form
7. Exemplary Program Nomination Form
8. Program Selection Criteria
9. Program Description Form

Texas Tech University
BOX 4510 / LUBBOCK, TEXAS 79409

RESEARCH AND TRAINING CENTER IN MENTAL RETARDATION / (806) 742-3131
Training Division / (806) 742-2970

Dear:

We at the Research and Training Center are very interested in your occupational preparation program for the handicapped. We are seeking to identify successful programs which demonstrate effective cooperation among vocational and special education in the public schools and the vocational rehabilitation agency in the process of preparing handicapped students for work.

Our goal is to identify from among those programs nominated for us or described in the literature those which exhibit features which would be helpful to other state and community agencies. We would like to visit ten or so of these programs which seem to be both exemplary and representative of others in this field. Your program was described in the literature, and for this reason we would like to ask your assistance in obtaining information about it. We hope that you will agree to participate in our study, since it may bring you favorable national attention as well as a chance to provide input on the development of materials which will be used in the training of rehabilitation and education personnel.

If you would like to participate, as we hope you will, we would appreciate you or the appropriate member of your staff completing the enclosed form and returning it to us. If any reports or other materials relevant to your program are available, we would appreciate receiving copies of them as well. We are particularly interested in any changes your program might have undergone in the last year or so and would appreciate it if you would indicate those specially in some way.

I realize that you have many demands on your time. However, we and our sponsors believe that our project will provide valuable information and materials to others involved in occupational preparation of handicapped youth. If you have any questions about the proejct or the enclosed form, please contact me or Bill Barley, the project coordinator. Thank you for your help.

Sincerely,

Gerard J. Bensberg, Ph.D.
Project Director

GJB/cb
encl.

Texas Tech University
BOX 4510 / LUBBOCK, TEXAS 79409

RESEARCH AND TRAINING CENTER IN MENTAL RETARDATION / (806) 742-3131
Training Division / (806) 742-2970

Dear:

We are very excited about a project which our Center is conducting in cooperation with the Rehabilitation Services Administration and the Office of Education. The project seeks to identify highly successful programs which demonstrate effective cooperation among vocational education and special education in the public schools and the vocational rehabilitation agency in the process of habilitating and/or rehabilitating handicapped youth. A more complete description of the project is enclosed.

We would like for you, or the appropriate member of your staff, to nominate one or more programs in your state which you judge to be exemplary, based upon the list of selection criteria which is enclosed. Our goal is to identify from among those programs nominated some ten or so which exhibit features which would be helpful to other states and communities in the vocational training and successful job placement of handicapped youth.

The purpose of the project is not to evaluate program management, but rather to assess qualities which have enabled the rehabilitation agency and the public schools to work effectively together. We are enclosing three copies of the form to be used for program nomination. We will contact the directors of nominated programs to solicit their approval to participate in the project and to ask them to complete a survey form which will aid us in screening the programs which will be selected for study. We hope that these programs will agree to participate, since it may bring them national recognition as well as a chance to provide input on the development of training materials which will be used to train rehabilitation personnel.

We realize that you have many demands upon your time to participate in national project. We hope that this request will be viewed as being worthwhile and that you will be willing to assist us. An early response will be deeply appreciated.

Sincerely yours,

Gerard J. Bensberg, Ph.D.
Director

GJB/kr
encl.

Texas Tech University
BOX 4510 / LUBBOCK, TEXAS 79409

RESEARCH AND TRAINING CENTER IN MENTAL RETARDATION / (806) 742-3131
Training Division / (806) 742-2970

Dear:

A few weeks ago I wrote to you to ask your help in identifying successful occupational preparation programs for handicapped, school-aged youth in your state. Our Center's project seeks to study programs of this kind which demonstrate effective cooperation among vocational and special education in the public schools, vocational rehabilitation, and other involved local agencies.

Since I have not received a reply from you or your agency, I wanted to make another request for your assistance. Your help in nominating effective programs for us is extremely important to the outcome of our project. From the study of successful cooperative efforts at providing occupational preparation to handicapped students, we plan to distill and distribute information which will be useful to educators and vocational rehabilitators who are interested in developing their own such programs. For example, we have planned a short-term national training conference for the dissemination of training materials and other information based on what we learn from good programs already in operation aroung the country.

I am enclosing additional copies of our project summary, criteria for selection of programs, and nomination forms for your use. I realize that you have many demands on your time. However, I hope that you will judge our project to be worthwhile and will be willing to assist us. Please do not hesitate to contact me if you have any questions about the project.

Sincerely,

Gerard J. Bensberg, Ph.D.
Director

GMB/cb
encl.

Texas Tech University
BOX 4510 / LUBBOCK, TEXAS 79409

RESEARCH AND TRAINING CENTER IN MENTAL RETARDATION / (806) 742-3131
Training Division / (806) 742-2970

Dear:

Your program has been nominated by education or rehabilitation agency personnel in your state as notably effective in the occupational preparation of handicapped youth. Your program was recommended to us in conjunction with a project we are conducting in cooperation with the Rehabilitation Services Administration and the Office of Education. The project seeks to identify highly successful programs which demonstrate effective cooperation among vocational, spceial, and regular education in the public schools and the vocational rehabilitation agency in the process of rehabilitation of handicapped students. A more complete description of the project is enclosed.

Our goal is to identify from among programs nominated those which exhibit features helpful to other states and communities in the occupational preparation and job placement of handicapped youth. We would then like to visit ten notably effective programs which are also representative of others in the country. For this reason, we would like to ask your assistance in obtaining information about your program. The purpose of our project is not to evaluate program management, but rather to assess qualities which have enabled the rehabilitation agency and the public schools to work effectively together. We hope that you will agree to participate in our study, since it may bring you favorable national recognition as well as a chance to provide input on the development of training materials which will be used to train rehabilitation and education personnel.

If you would like to participate in the study, as we hope you will, we would appreciate you, or the appropriate member of your staff, completing the enclosed form and returning it to us. If any reports or other materials relevant to your project are available, we would apreciate receiving copies of those as well. We realize that you have many demands upon your time. However, we and our sponsors in the Rehabilitation Services Administration and Office of Education believe that our project will provide valuable information and materials to others involved in vocational preparation of handicapped youth. If you have any questions about the project or the enclosed form, please do not hesitate to contact us.

Sincerely,

Gerard J. Bensberg
Project Director

GB/kr
encl.

Texas Tech University
BOX 4510 / LUBBOCK, TEXAS 79409

RESEARCH AND TRAINING CENTER IN MENTAL RETARDATION / (806) 742-3131
Training Division / (806) 742-2970

Dear:

Recently I wrote to you asking for your cooperation in our study of occupational preparation programs for handicapped, school-age youth. Our Center's project seeks to study programs such as yours, which demonstrate effective cooperation among vocational and special education in the public schools, vocational rehabilitation, and other involved local agencies.

I am writing to you again in order to reinforce my previous request for your assistance. Information about your program is extremely important to the success of our project. From the study of cooperative efforts at providing occupational preparation for handicapped students, we plan to distill and distribute information which will will be useful to educators and vocational rehabilitators who are interested in developing their own such programs. As I noted in my previous letter, your participation in this endeavor may give you the opportunity to provide input on the dissemination of our project's findings as well as national attention for your program.

In the hope that you will participate in the study by providing information about your occupational preparation program, I am enclosing additional copies of the program description form and our project summary. I hope that you or a member of your staff will complete the form and return it to us. Of course, you need to fill out only one copy. If you have any questions about the form or the project, please contact me or Bill Barley, the project coordinator.

Sincerely,

Gerard J. Bensberg, Ph.D.
Project Director

GJB/cb
encl.

Texas Tech University
BOX 4510 / LUBBOCK, TEXAS 79409

RESEARCH AND TRAINING CENTER IN MENTAL RETARDATION / (806) 742-3131
Training Division / (806) 742-2970

Dear:

Thank you very much for your cooperation in our study of occupational preparation of handicapped school-age youth. Our project staff is studying the program description form which you returned to us. Our advisory committee is now assisting us in selecting several programs from which we will want to obtain additional information and which we might want to visit.

Your continuing interest in our project is very important and sincerely appreciated. We will keep you informed about its progress.

Sincerely,

William D. Barley
Project Coordinator

WDB/ma

EXEMPLARY PROGRAM NOMINATION FORM

This form will be used to identify successful programs which demonstrate effective relationships between public schools (special education and vocational education) and vocational rehabilitation agencies in the vocational preparation and job placement of handicapped youth.

School District Served: ______________________________

Program Supervisor: ______________________________

Mailing Address: ______________________________

____

Telephone: ____________________

Unique Features of Program: ______________________________

____

____

____

____

____

____

Vocational Rehabilitation Agency Participating in the Program:

Local Director or Supervisor: ______________________________

Name of Agency: ______________________________

Address of Agency: ______________________________

____

Telephone: ____________________

Name and Address of any other agency which is working with the program and which should be contacted: ______________________________

____

____

Name and Title of Person Making Nomination: ______________________________

Agency Address: ______________________________

____

Telephone: ____________________

Please Mail To:
Dr. Gerard J. Bensberg, Director
Research & Training Center
Box 4510, Texas Tech University
Lubbock, Texas 79409

PROGRAM SELECTION CRITERIA

Each program should:

1. be of an overall high quality in terms of the vocation/career education program offered
2. have exemplary interagency cooperation and coordination in programming involved at least special education and vocational rehabilitation and, ideally, vocational education
3. be functioning at the local level even if there is a statewide system in effect
4. be replicable in that it is not the product of unique circumstances
5. include the severely handicapped in its programming
6. provide a continuum and range of services over the latter school years and the transition into employment
7. be serving youths approaching VR eligibility, that is, ages 13-18

The programs among them should:

1. contain a mix of urban and rural programs and representation from different areas of the country
2. represent diverse types of handicapping conditions and include both physical and mental handicaps
3. represent a broad range of types of programs in terms of curriculum, methods of instruction, etc.
4. represent a range of types of cooperation and coordination between the educational program and the vocational rehabilitation program
5. represent a range of size of funding level and number of youth served
6. represent programs which have been in operation long enough to be firmly established and to provide information about program impact (as described in the attached Project Summary)
7. represent programs which are relatively new but notably innovative with regard to important program features
8. represent programs influenced by state mandatory special education legislation, similar to P.L. 94-142, which provides strong incentive for collaborative efforts at the state level

PROGRAM DESCRIPTION FORM

The purpose of these questions is to obtain preliminary information about your occupational preparation program. By "program" is meant all aspects of occupational preparation provided to handicapped youth, whether conducted under the auspices of special education, vocational education, regular education, vocational rehabilitation, or other involved agencies. The list of "program elements" on page three will give some idea of what services might be included in an occupational preparation program.

Most occupational preparation programs for the school-aged handicapped are primarily based in a school system. However, in some cases this is not so. This questionnaire is meant for a variety of types of occupational preparation programs; please adapt it where necessary if yours is not based in a school system.

Program Title:

Program Director:

Mailing Address:

Phone Number:

Name, title, mailing address, and phone number of person completing this form:

Name(s) of school district(s) served by program:

School district(s) is (are):
Local _____ City _____ County _____ Intermediate _____ Other (please describe) _____

Geographical area served is:
Metropolitan _____ Urban _____ Small town _____ Rural _____ Other (please describe) _____

Size and characteristics of geographical area:

Program is:
Full year _____ School year only _____ Summer only _____ Different in summer than in rest of year (please explain) _____

Program elements:
In the left column, please place a check mark by the element if it is present in your program.
Place a "O" beside those which are not. Please feel free to add comments.

Vocational education or training
______Handicapped trained in regular vocational education
______Handicapped trained in special vocational education

Use of separate vocational training or technical schools
______Public
______Private

Supervised work placements
______On campus
______Off campus

Sheltered workshops
______On campus, as training
______On campus, as job placement
______Off campus, as training
______Off campus, as job placement

Classroom curriculum
______Academic subject classes
______Vocational classes
______Pre-vocational training classes
______Personal-social adjustment classes

Vocational evaluation services
______On campus, part of program
______On campus, separate from program
______Off campus, part of program
______Off campus, separate from program

Other evaluation services
______Vocational interest and aptitude testing
______Psychological
______Educational
______Medical

Counseling services
______Vocational guidance
______Psychological

Post-program services
______Initial job placement
______Later job placement
______Continuing education or training
______Vocational re-evaluation
______Services for program dropouts (please describe)

Job development activities
______With employers
______With unions
______With others (please describe)

Other services
______Transportation for students
______Other services (please describe)

Approximate number of students in school district(s):

Number of handicapped students enrolled in this program:
Male:
Female:

Age range of handicapped students enrolled in this program:

Indicate approximate percentage of students served by the program in each category of handicap:

	Severity of handicap	
Type of handicap	mild-moderate	severe-profound
Mentally retarded		
Hearing impaired		
Speech impaired		
Visually impaired		
Emotionally disturbed		
Orthopedically impaired		
Other health impaired		
Specific learning disabled		
Multiply handicapped		

Using the categories above, indicate which types of handicapped students the program cannot serve.

Brief description of program emphasizing unique features:

Approximate total budget for the program:

List sources and amounts of funds being received:

Federal:

State: (indicate if school funds are used to match V.R. funds)

Local:

Proportion of eligible handicapped students successfully placed in employment last year:

Types of placements obtained by eligible students last year:

How is the program evaluated? At what intervals? By whom?

Please identify any follow-up studies of long-term program effectiveness.

Describe the type of support or cooperation received from each of the following agencies (for example, informal, staff funding, consultation, joint planning, diagnostic services, counseling, etc.). Give name and address of individual associated with program.

Vocational rehabilitation:

Special education:

Local regular education agency:

Vocational education:

Other (please specify):

PLEASE INCLUDE ANY ANNUAL REPORTS OR OTHER AVAILABLE INFORMATION WHICH WOULD HELP US BETTER UNDERSTAND YOUR PROGRAM.

Return to:
DR. GERARD BENSBERG, Director
Research & Training Center in Mental Retardation
P.O. Box 4510
Texas Tech University
Lubbock, Texas 79409
Phone 806/742-3131

APPENDIX C:

SAMPLE FORMS FROM PROGRAMS

Copies of various forms used in several of the exemplary programs are included in the following order:

1. Bakersfield, California: Career Training Center Report, Outline for Investigating a Job, Review of Employee Performance
2. Grand Rapids, Michigan: Referral Form, Parental Permission for Release of Information, Sample Letter to Parent, Acceptance of Responsibility for Child Advocate
3. Salt Lake City, Utah: Follow-up Information chart
4. St. Paul, Minnesota: letter to parents for release, intake form, Supplemental Special Education Referral Checklist, Special Education Team Report and IEP Plan, IEP Review form
5. York, South Carolina: Summary of Client Staffing

CAREER TRAINING CENTER

NAME DATE OF REPORT

HOME SCHOOL AREA

#4 Outstanding #3 Good #2 Minimum Acceptability #1 Needs Improvement #0 Not Acceptable

Circle one - QTR

1st	2nd	3rd	4th

1. PERSONAL CHARACTERISTICS (25% of grade)
    - 1.1 Cleanliness/neatness in appearance & dress
    - 1.2 Honest
    - 1.3 Responsibility
    - 1.4 Interest
    - 1.5 Cooperation
    - 1.6 Willing to accept change
    - 1.7 Replaces equipment properly

1st	2nd	3rd	4th

2. WORK HABITS (25% of grade)
    - 2.1 Complies with rules
    - 2.2 Stays at job
    - 2.3 Works safely
    - 2.4 Works well with others
    - 2.5 Sees direction
    - 2.6 Daily unit output
    - 2.7 Quality of work
    - 2.8 Neatness of work
    - 2.9 Accuracy of work
    - 2.10 Consistency of work

1st	2nd	3rd	4th

3. ATTENDANCE (50% of grade)
    - 3.1 Punctual
    - 3.2 Regular Attendance

TOTAL POINTS

AVERAGE TOTAL

GRADE

Student's Signature

Instructor's Signature

CAREER TRAINING CENTER

OUTLINE FOR INVESTIGATING A JOB

The questions listed are inteded to help you in your search for the kinds of facts you will want to get before you decide whether or not to choose a particular job for our students. If you feel that a particular question may not apply to the job which you are studying ignore it.

This exercise can be used as a guide for all job explorations. Answers to the questions asked were obtained from many sources (reading, talking to workers or employers, career conferences, work experiences, etc.).

NAME OF JOB: ____________________

1. Future prospects: Are workers in demand today? Is employment expected to increase or decrease? Why?

   ____

   ____

2. Nature of work: In brief, what does the worker do? Is the work done inside, outside, or both? What are the working conditions? (hot, dry, humid, dirty, noisy, cramped, etc.) Is work done with others, around others, or alone?

   ____

   ____

3. Physical qualifications: Age limits? Sex? Height? Weight? Vision? Strength?

   ____

   ____

4. Verbal Intelligence: Is verbal intelligence important, and to what degree?

   ____

   ____

5. Special aptitudes: What other aptitudes are necessary, and to what degree?

   ____

   ____

6. Preparation: How much and what kind of preparation is required to meet employers' standards or legal requirements?

   ____

   ____

EMPLOYER'S GENERAL ATTITUDE: ______________________________

____

____

EMPLOYER'S PERSONAL ATTITUDE TOWARD:

1. Schools ______________________________
2. Politics ______________________________
3. Hobbies ______________________________
4. Handicapped ______________________________
5. D.V.R. ______________________________

JOB LEADS - COMPETITORS

1. Name of Firm ______________________________
   Address ______________________Tel. No. __________
2. Name of Firm ______________________________
   Address ______________________Tel. No. __________
3. Name of Firm ______________________________
   Address ______________________Tel. No. __________

COMMENTS: ______________________________

____

____

____

REVIEW OF EMPLOYEE PERFORMANCE

FORM 201 A
Rev. 9/70

Name	Employee No.	District	Department	Occupation	Report of Performance						Service Date		
					From			To					
					Mo.	Day	Yr.	Mo.	Day	Yr.	Mo.	Day	Yr.

INSTRUCTIONS: Give as much attention to rating this employee as you would like from the person rating you. Consider the demonstrated qualities of the employee in comparison with all other employees in this classification whom you have known. Do not refer to previous ratings. Consider the employee's typical performance within the reported period only. Do not be influenced by unusual instances which are not typical. Concentrate on one factor at a time. Rate everyone on the first factor before going on to the next. Check the phrase which is most descriptive of the employee's performance. Use the lines after each group of phrases to explain or qualify your choice.

REMARKS:

1. Consider This Employee's Dependability in Assuming and Fulfilling Job Assignments.

☐ Completely Reliable Requires Minimum Direction	☐ Requires Normal Supervision	☐ Requires Close Supervision	☐ Only Occasional Instructions and Checking Required	☐ Needs Direction and Frequent Checking

2. Consider This Employee's Knowledge of His Present Job.

☐ Understanding of Job Limited in Some Areas	☐ Satisfactory Knowledge of Job	☐ Very Well Informed on All Phases of Work	☐ Sound Working Knowledge of Most Phases of Work	☐ Definite Weaknesses in Knowledge of Major Items

3. Consider This Employee's Judgment.

☐ Frequently Makes Incorrect Decisions	☐ Generally Makes Sound Decisions in Any Situation	☐ Consistently Makes Sound Decisions	☐ Judgment Sound Under Normal Circumstances	☐ Occasionally Makes Incorrect Decisions

4. Consider This Employee's Attitude Toward Job, Supervision, Other Employees and Company.

☐ Indifferent and Uncooperative at Times	☐ Definitely Interested and Cooperates Well	☐ Generally Interested and Cooperative	☐ Exceptionally Enthusiastic and Cooperative	☐ Often Disinterested and Uncooperative

5. Consider the Amount of Effort This Employee Applies to the Job.

☐ Steady Worker	☐ Frequently Wastes Time	☐ Hard Worker	☐ Occasionally Wastes Time	☐ Extremely Industrious

6. Consider the Effect This Employee Has on Others.

☐ Creates Excellent Impression	☐ Sometimes Creates an Unfavorable Impression	☐ Frequently Impresses People Unfavorably	☐ Impresses People Favorably	☐ Generally Creates a Satisfactory Impression

7. Consider This Employee's Ability to Learn.

☐ Adequate Learning Ability	☐ Exceptionally Fast to Learn	☐ Has Frequent Difficulty in Learning	☐ Learns Rapidly	☐ Has Some Difficulty in Learning

8. Consider Quantity of Acceptable Work Produced by Employee.

☐ Output Consistently Above Requirements of Job	☐ Output Occasionally Above the Requirements of Job	☐ Meets Normal Production Requirements of Job	☐ Output Occasionally Below the Requirements of Job	☐ Production Frequently Below Job Requirements

1. Comment on Employee's Safety Habits
2. Comment on Employee's Care of Co. Property
3. Comment on Employee's Leadership Potential
4. Note the Employee's Stronger Points
5. Note the Employee's Weaker Points
6. What Plans Have You and the Employee Agreed Upon Which Will Help Improve the Employee's Performance

Days Absent During Period

Days Tardy During Period

Rated By	Date	Employee Signature
Reviewed By	Date	(Does Not Necessarily Indicate Concurrence)

PREPARE 3 COPIES; DISTRIBUTE TO: (1) LOCAL PERSONNEL FILE (2) PERSONNEL DEPARTMENT (3) EMPLOYEE

School District ______________________________ Building ____________________

REFERRAL FORM

Print or Type. Send in three copies. One copy, indicating disposition, will be returned to the referring school, one for KISD files, and one for Special Services.

NAME OF STUDENT ________________________________ BIRTHDATE ____________________

PARENT'S NAME __________________________________ PHONE ______________________

HOME ADDRESS ___________________________________ CITY _______________________

SEX ____________ RACIAL OR ETHNIC GROUP ____________ FAMILY DOCTOR ____________

SCHOOL ________________________ GRADE ________________ TEACHER _____________

IMPORTANT! Before Special Services can be provided, parents must be informed of this referral and sign indicating their approval. The principal must also sign the referral indicating that he/she is aware of the referral.

PRINCIPAL'S SIGNATURE ______________________________________

TO THE PARENTS: ______________________, the parent or legal guardian

of ______________________________, born ____________________________________
month day year

give permission to the appropriate special services personnel to administer such tests of intelligence, personality or achievement to evaluate the psychological and educational growth of my child.

Please sign below indicating you give your permission for the evaluation and/or service.

SIGNATURE OF PARENT OR GUARDIAN ______________________________
DATE ______________________________

STATEMENT OF CONCERN (Be Specific)

Service Requested

_____School Psychologist
_____School Social Worker
_____Teacher Consultant (10 Day Diagnostic)
_____Speech and Language Pathologist
_____Homebound and Hospitalized Service
_____Vocational Rehabilitation Consultant

For Special Services Use Only

Immediate Disposition:
Date ________________ Signed ____________

/1/76 White: KISD; Canary: Spec. Services; Pink: Referring School

PARENTAL PERMISSION FOR RELEASE OR EXCHANGE OF CONFIDENTIAL INFORMATION

DATE: ____________________

Information To Be Sent To:

____

____

NAME AND ADDRESS OF INDIVIDUAL OR AGENCY

RE: ____
CHILD'S NAME

It is with my full knowledge and consent that I authorize the release and/or exchange of confidential information concerning my ____________________________, born ____________________________________ (month day year) with the above named agency or individual and the ____________________________, School District Special Education Department. Any and all information pertinent to the education and care of my child may be released and/or exchanged. This information is to be used for educational planning and placement purposes.

SIGNED: ____________________________________
Parent or Guardian

____

Permission Requested by: ____________________________________

Original Copy: Requesting School District ____________________________________

SAMPLE LETTER

Dear ____________:

In an effort to provide the best possible educational program for your child, an Educational Planning and Placement Meeting will be held. The enclosed form indicates the time and place of the meeting.

I feel that parents are extremely helpful in making sound decisions with regard to their child's educational program and would appreciate your making every effort to attend the scheduled meeting. If the time is not convenient, please let me know when you can be available, and I will make an effort to reschedule the meeting. If you would like to have someone represent you or attend the meeting with you, I would be glad to make the necessary arrangements. If you are to be represented by someone else, it is necessary that you notify me in writing as to whom that person will be. This notification will permit us to show confidential records regarding your child to the individual you have designated.

If you are unable to attend the meeting, and if there is a recommendation for a program change, you will be contacted personally regarding the reasons for this decision.

I will be looking forward to seeing you at the Educational Planning and Placement Meeting. If you have any questions, please feel free to call me at __________________.

Sincerely,

____

enclosure

ACCEPTANCE OF RESPONSIBILITY FOR CHILD ADVOCATE

FROM THE EDUCATIONAL STAFF

I understand that I have been appointed as educational advocate for ________________________________ and will be responsible for assuring that all efforts are being made to implement the Educational Planning and Placement Committee recommendation within the proposed time limits. I will assume the responsibility until the plan has been implemented or plan terminated.

Signed ______________________________

I certify that the educational plan as determined by the Educational Planning and Placement Committee held on

____________________ for ____________________________________

DATE CHILD

has been fully implemented in accordance with that plan.

Signed ______________________________

Date ______________________________

3 copies: Educational Advocate
School file
Regional Director

+ - Positive remarks
- - Negative remarks
Blank space - Neutral remarks

FOLLOW UP INFORMATION

NAME: ____________________
CO. NAME: ____________________
SUPERVISOR: ____________________

DATE PLACED ____________

	TYPE OF FOLLOW-UP							SOCIAL SKILLS REPORTED									WORK SKILLS REPORTED				JOB STATUS					
DATE	Initials	In person	By phone	With employee	With employer	With co-worker	With parents & family	With Rehab. Counselor	Attendance	Punctuality	Completing assigned task	Works without supervisn	Follow instructions	Acceptable appearance	Accepting constructive suggestions	Interacting with others	Honesty	Speed	Quality	Adaptability	Versatility	Promoted	Received a raise	Fired	Quit	Laid off (Temporary)	Took another job

saint paul public schools
SPECIAL EDUCATION
360 COLBORNE STREET SAINT PAUL, MINNESOTA 55102

Date ____________________

To the Parent or Guardian of ______________________________:

The Saint Paul Public Schools try to make sure that each child is being taught in ways that are best suited to his/her needs. To do this, we need your permission to interview and test __________________________ in order to find the best way to teach him/her.

When we have finished these steps, (called an educational assessment), we will know this student's strengths and weaknesses in learning, and can then put together a good school program.

The following list shows the assessments we intend to do at this time. If we find that we need to do more, we will ask you before going ahead.

Assessment area	Person doing assessment	Title

When the assessments have been finished, you will be asked to come to school to help us to plan the school program. To get this started, we need your signature on this letter. If you have questions, please call ____________________ at this number ________________, or write your questions on the back of this letter. The blue copy is for your records. Please return the white copy to the address below.

Sincerely,

____
Principal

____
School

____
Address

Student ______________________________ School ______________________________

______ I give my permission for the school to make an educational assessment of

______________________________ (name of student).

______ I wish to discuss this first. Please contact me at ____________________ (telephone number) or

______________________________.
(address)

Signature of Parent/Guardian ______________________________ Date ____________

Telephone number ______ ________

(Note to school: Please indicate date received: ____________________).

DP1 (8-78)

Name ______________________________ Sex F M CONSULTANT COMMENTS
Last First Initial

Age __________ Grade ________ Counselor __________

School ______________ Birthdate ______________
Month Day Year

Address ______________________________

City ____________________ Zip __________

Phone ____________________ SS# __________

Family Doctor ______________________________

Other Doctor ______________________________

At which High School will you enroll in the Fall?

____

WE MAY BE ABLE TO ASSIST YOU IN VOCATIONAL PLANNING, JOB TRAINING AND JOB PLACEMENT AFTER HIGH SCHOOL

.... if you have any type of impairment which may prevent you from getting a job.

Before this service can be furnished, Vocational Rehabilitation Services needs to know more about you. This after school training may include college, business training, skill or technical training, or on-the-job training.

Please check any of the following diseases or difficulties that you now have, have had in the past, or difficulties that restrict you from physical activities in high school.

	Have Now	Have Had	Restricted Physical Activities
Aphasia	____	____	____
Arthritis or Rheumatism	____	____	____
Asthma or Allergies (severe) which needs constant medical attention	____	____	____
Back problems	____	____	____
Blackouts or fainting	____	____	____
Bone, joint, or other deformity	____	____	____
Cancer	____	____	____
Cerebral Palsy	____	____	____

	Have Now	Have Had	Restricted Physical Activities
Colostomies	____	____	____
Cystic Fibrosis	____	____	____
Diabetes	____	____	____
Ear Problems	____	____	____
Epilepsy	____	____	____
Haemophilia	____	____	____
Hard of hearing	____	____	____
Heart condition or disease	____	____	____
Kidney problems	____	____	____
Leukemia or Aleukemia	____	____	____
Loss of arms, legs, or hands	____	____	____
Multiple Sclerosis	____	____	____
Muscular Dystrophy	____	____	____
Polio or Paralysis	____	____	____
Speech difficulties (stuttering or stammering)	____	____	____
Spinal cord conditions	____	____	____
Strokes	____	____	____
Tuberculosis	____	____	____
Vision loss not corrected by wearing glasses	____	____	____

Other impairments which may not be on this form.

____

saint paul public schools
SPECIAL EDUCATION
360 COLBORNE STREET SAINT PAUL, MINNESOTA 55102
PUBLICATION 77780021

SUPPLEMENTAL
SPECIAL EDUCATION REFERRAL CHECKLIST

REFERRAL BY:

Date: ____________________

____
Name

____
Position

____
Address--School

____
Phone

FORWARD TO BUILDING PRINCIPAL

CS-1a

Student Name ____________________ Birthdate ____________ Sex ________

Parents Name ____________ Phone __________ Address ____________ Zip ______

School ____________________ Teacher ____________________ Grade ______

Briefly describe the reason for referral: This student has been referred as a candidate to receive Special Education services. Because of your acquaintance with this student it is asked that you complete this "Supplemental Referral Checklist".

AREAS OF MAJOR CONCERN

(Check Areas)	(Describe)
A. Daily Living Skills:	Describe:
_____ Self Help Skills	
_____ School Survival Skills	
_____ Home Survival Skills	
B. Health Status:	Describe:
_____ Lacks Energy, Lethargic	
_____ Routine Physical Complaints	
_____ Regularly Sleeps (or Faints)	
_____ Unusually Hyperactive	
_____ Dexterity or Mobility Restrictions	
_____ Other	

(Check Areas)

C. Communication Skills: _____ Listening _____ Understanding _____ Follow Directions _____ Speech/Articulation _____ Expressive Language _____ Stuttering _____ Voice (Volume, Pitch, Hoarseness) _____ Other	Describe:
D. Sensory-Motor _____ Visual _____ Auditory _____ Acuity (seeing) _____ Acuity (hearing) _____ Perception (Reversals, etc.) _____ Perception (Discrimination, etc.) _____ Motor _____ Gross Motor (Coordination, etc.) _____ Fine Motor (Handwriting, cutting)	Describe:
E. Academic Skills: _____ Reading _____ Mathematics _____ Readiness _____ Computation _____ Word Attack _____ Concepts _____ Comprehension _____ Other _____ Oral _____ Handwriting _____ Content Area _____ Spelling	(Note latest SRA & other testing data) Describe:
F. Intellectual: _____ Discrepancy Between Expected and Actual Achievement	Describe:
G. Social Development _____ Interpersonal _____ Teacher/Student _____ Peer Relations _____ Emotional _____ Adult Relations _____ Self Concept	Describe:

(Check Areas)

(Social Development--cont'd): ______ Classroom Behavior ______ Attention Span ______ Task Orientation ______ Attendance Absent/Tardy ______ Other ______ Attitude & Motivation ______ Withdrawn-Avoidance ______ Self Control (Acting Out, Etc.)	Describe:
H. Pre-Vocational/Vocational ______ Work Habits ______ Career Knowledge ______ Job Training/Experience	Describe:

1. Describe this student's strengths and special interests:

2. Briefly summarize this student's major needs:

3. What current efforts are being taken to deal with these concerns?

Have you talked to the ______ student ______ parent ______ principal ______ social worker ______ Other __________________ about these concerns.

Use the reverse side for additional comments - and attach pertinent materials that will help justify the need for special education services.

(To be completed by Principal or Designee)

ACTION TAKEN

______ 1. No Special Education Services Needed

______ 2. Secure Supplemental data to determine if a Special Ed. Referral is warranted.

______ 3. Process Special Ed. Referral. Assign Child Study Coordinator.
Coordinator ______________________

____
Principal or Designee

saint paul public schools
SPECIAL EDUCATION

PUBLICATION 7879035 **AUGUST, 1978**

Student Name ____ **Student Number** ____

School ____ **Principal** ____

SPECIAL EDUCATION TEAM REPORT & INDIVIDUALIZED EDUCATIONAL PLAN CS-4

Facilitator ____

Sex ____ **Birthdate** ____ **Age as of September 1** ____ **Grade** ____ **Is the student:** ____ **Non-resident** ____ **Ward of the State**

Parent / Guardian Name ____ **Phone** ____ **Address** ____ **Zip** ____

Student resides with: ____ **Address** ____ **Phone** ____ **Classroom / Homeroom Teacher** ____
(If different than above)

Other agency involved with student ____ **Contact Person** ____ **Phone** ____

Date of Initial Referral ____ **Date of Previous IEP (if any)** ____ **Parent Permission to Assess - Sent:** ____ **Returned:** ____

I. TEAM ASSESSMENT REPORT

List assessments completed, and by whom:

____ ____ ____ ____

A. Student Characteristics

Strengths

Weaknesses

(continued on next page)

B. Analysis of Educational Needs

(Note: The law requires that each handicapped student receive his/her education in the least restrictive environment consistent with the special education needs.)

1. Suggested Adjustments in Classroom Environment: (Adapting desk for use of student in wheelchair; placing hearing impaired student close to front of room)

Can plan be implemented in regular class?___By resource help in reg. class?___By special ed. placement?___

2. Suggested Instructional Techniques and Materials to Consider: (Individualized reading/math programs, alternative modes of communication, etc.)

Can plan be implemented in regular class?___By resource help in reg. class?___By special ed. placement?___

3. Other: (Your expectations of this student, for instance)

Can plan be implemented in regular class?___By resource help in reg. class?___By special ed. placement?___

C. List Special Education Needs based on assessment findings. (Be specific.)

1. ______________________________
2. ______________________________
3. ______________________________
4. ______________________________
5. ______________________________

II. SPECIAL EDUCATION ELIGIBILITY

Signatures of Persons Attending IEP Conference	Eligibility Determination	
	Agree	Disagree
______________________	________	________
______________________	________	________
______________________	________	________
______________________	________	________
______________________	________	________

(Note: In documenting the need for special education services, it is required that each member must certify that the report and recommendations reflect his or her conclusion. Team members who do not concur must submit a separate report.)

Statement of Eligibility: Based on assessment findings, this student is considered to have an educational handicap and will require special education services. (This is a team consensus statement.) _____Yes _____No

Primary handicapping condition ______________________

____

III. SPECIAL EDUCATION PROGRAM

A. Recommendations

This student should receive the following special education services:

Services	Level of Serv.	Related Services
_____ SLD	1 2 3 4 5 6	___Speech/Lang.
_____ Speech/Lang.	1 2 3 4 5 6	___Phys. Therapy
_____ GLD	1 2 3 4 5 6	___Occup. Therapy
_____ Ment. Retarded	1 2 3 4 5 6	___Voc. Rehab.
_____ Phys. Handicapped	1 2 3 4 5 6	___Social Work
_____ Vision Impaired	1 2 3 4 5 6	___School Psych.
_____ Hearing Impaired	1 2 3 4 5 6	___Transportation # (see below)
_____ Autistic	1 2 3 4 5 6	
_____ BP/ED	1 2 3 4 5 6	___Other (describe)
_____ Other	1 2 3 4 5 6	___

#Special Transportation: (Describe)

Arrangements made _____Yes _____No

B. Interim Plan

An interim plan is needed when: (1) the IEP team recommends a plan which requires services away from the home school, and the plan is being reviewed at the district office; (2) the student is moving on to another school, or, (3) the recommended special education service is not available at this time.

Principal ______________________

I concur with this plan ______________________
Parent or Guardian

Date ______________________

C. Individualized Educational Plan

To be completed on all students receiving special education services. A copy of this page must be given to the student's parents.

GOAL STATEMENT	SHORT TERM SPECIFIC OBJECTIVES	ACTIVITIES	PERSON RESPONSIBLE	CRITERIA FOR OBJECTIVE ATTAINMENT

Location of Program______ Expected Duration______ Date Initiated_____ Next Review ______

Teacher(s) ______________________ I certify that the foregoing plan represents the least restrictive alternative consistent with this student's special education needs. (Signed) ______________________

Principal

I concur with this plan. (Signed) ______________________

Parent or Guardian Date________

saint paul public schools
SPECIAL EDUCATION

I.E.P. REVIEW FORM CS-5

PUBLICATION
77760026

Student__________ School__________

Case Manager__________ IEP Date__________

Child Study Coordinator__________

Attending Review

Review Date __________

Next Review Date__________

Progress Toward Objectives	Program Modifications or Adjustments

Attending Review

Review Date __________

Next Review Date__________

Progress Toward Objectives	Program Modifications or Adjustments

Plan Reassessment Needed ____ YES ____ NO

Review Sent to Parent ____ YES ____ NO

____
Case Manager (Signature)

SUMMARY OF CLIENT STAFFING

NAME ____________________ DOB __________ RACE/SEX __________

GRADE/SCHOOL ____________________ QUIN ATTENDED ________ DAYS ABSENT ______

HANDICAP ____________________ CTMM IQ ________ READING LEVEL ________

RVB SCORE ________ MATH LEVEL __________

S.I.T. IQ _____ OVERALL GRADE LEVEL ________

G.A.T.B. RESULTS: C V N S P Q R F M

___ ___ ___ ___ ___ ___ ___ ___ ___

O.A.P.

1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22

23 24 25 26 27 28 29 30 31 32 33 34 35 36 37 38 39 40 41 42

43 44 45 46 47 48 49 50 51 52 53 54 55 56 57 58 59 60 61 62

GATB AREAS OF COMPETENCE ____

____

COMMENTS/RECOMMENDATIONS ____

____

GENERAL MEDICAL EXAMINATION ____

____

DOCTOR'S RECOMMENDATIONS/SERVICES INDICATED ________________________

____

HEIGHT ______________ WEIGHT ______________ OTHER ______________

SOCIAL --- FAMILY INCOME LEVEL ______________ SOURCE OF INCOME __________

NUMBER IN FAMILY ______________ NUMBER IN FAMILY EMPLOYED ______________ TYPES OF FAMILY EMPLOYMENT __________

FAMILY ATTITUDE ______________ FAMILY EDUCATION: FATHER: ______________ MOTHER: ______________

HOME ENVIRONMENT ____

SOCIAL SERVICES NEEDED AND RECOMMENDED ______________________________

OTHER ____

RESULTS OF EVALUATION:

1. ATTITUDE ____________________
2. COOPERATION ____________________
3. VOCATIONAL MOTIVATION ____________________
4. STAMINA/PHYSICAL ABILITY ____________________
5. VOCATIONAL INTEREST ____________________
____
6. PAST WORK EXPERIENCE ____________________
7. PEER RELATIONSHIP ____________________
____
8. RELATIONSHIP W/AUTHORITY FIGURES ____________________
____
9. DRESS, GROOMING, AND HYGIENE ____________________
10. DIRECTION FOLLOWING ____________________
11. VOCATIONAL OBJECTIVE ____________________
12. CLIENT'S CONCURRENCE/OBJECTIVE ____________________

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